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ABSTRACT

Under the direction of the Superintendent of Schools, a comprehensive needs assessment of Hawaii's public school system was conducted from September 1998 through February 1999. This final report contains the findings of the needs assessment, together with integrative conclusions that report the major findings in a way that will provide the necessary guidance for strategic planning. People inside and outside the school system contributed to this assessment, and a 35-member Design/Review team oversaw the entire needs assessment. Information was gathered on concerns in 12 improvement areas using multiple approaches, such as surveys, interviews, and the review of existing documents, and multiple sources. The 12 improvement areas were: (1) accountability; (2) administration; (3) communication; (4) curriculum and instruction; (5) funding; (6) policies and rule; (7) research and development; (8) school and system environment; (9) staffing; (10) standards (Hawaii Content and Performance Standards); (11) student outcomes; and (12) technology. Analysis of the needs and their relationships across these 12 areas helped ensure that central or core needs were identified. The core needs were centered around the goal of having children reach high and challenging standards. Five appendixes present information about the study methodology, including descriptions of the surveys used. (Contains 28 figures, 3 tables, and 42 references.) (SLD)

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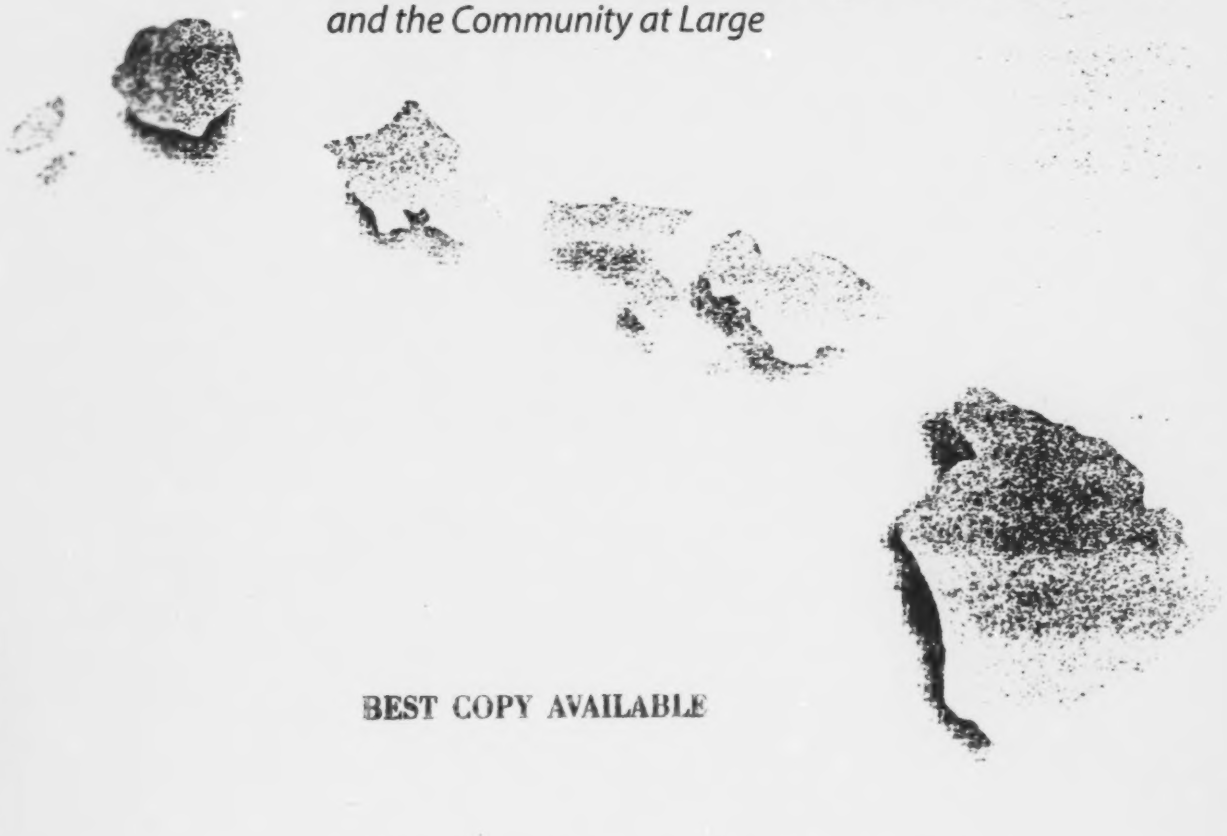
COMPREHENSIVE NEEDS ASSESSMENT

A Collaborative Effort of the Department of Education and Representatives of Various Organizations, Agencies, and the Community at Large



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Office of Accountability and School Instructional Support/Planning & Evaluation Group
Department of Education • State of Hawai'i • RS 99-0965 • April 1999

The Honorable Benjamin J. Cayetano
Governor, State of Hawai'i

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Office of Accountability and School Instructional Support/Planning & Evaluation Group
Department of Education • State of Hawai'i • RS 99-0965 • April 1999

FOREWORD

Under the direction of incoming Superintendent Paul LeMahieu, a Comprehensive Needs Assessment of Hawai'i's public school system was conducted from September 1998 through February 1999. This final report contains the findings of the needs assessment, together with integrative conclusions that weave the major findings in such a way as to provide the necessary guidance for the strategic planning to follow. For you, the reader, hopefully it will provide understanding of the basis of the direction in which the Superintendent and the State Board of Education will move the public school system in the months and years ahead.

This report is the product of the combined efforts of individuals from the community who donated their valuable time and talent and the staff of the Department of Education, many of whom worked through the holiday season to complete the work at hand. The teamwork they exhibited is indicative of the kind of open collaboration that will be needed as the Department begins to revitalize and improve the public school system.

ACKNOWLEDGMENTS

Very special thanks are due to all those persons who so unstintingly gave of their time and expertise to the Comprehensive Needs Assessment effort. By way of acknowledgment, members of the Design/Review Team, Technical/Management Subcommittee, Analysis Group, and Writing Team are listed in *Appendix A*. It is truly the case that teamwork can accomplish things that the same number of separate individuals cannot. Without *laulima*, "many hands working together cooperatively," the Comprehensive Needs Assessment reflected herein simply would not have been possible.

Dr. Karen Aka
Lionel Aono
Dr. Kathryn Au
Dr. Betsy Brandt
Joshua Cameron
Lisa Carter
Lt. Col. Scott Crawford
Karen Cross
James Dannemiller
Brother Elmer Dunsky
John Friedman
Wallace Fujii
Kathy Fujita
Sen. Carol Fukunaga
Dr. Thomas Gans
Francine Grudzias
Dr. Ormond Hammond
Yvonne Hashizume
Michael Heim
Charles Higgins
Dr. Glenn Hirata
Joan Husted
Arthur Kaneshiro
Dr. Val Iwashita
Dr. Morris Lai
Glenn Minami
Chrissy Morris
Keith Nagata
Sharon Nakagawa
Alan Oshima
Dale Osorno
Jerald Plett
Ronald Toma
Milton Shishido
Mary Silva
Susan St. Aubin
Rep. David Stegmaier
Lajuane "Candy" Suiso
Carl Takamura
Dr. Elaine Takenaka
Lionel Tokioka

REPORT HIGHLIGHTS

Hawai‘i Department of Education
February 1999

- **Intent**
  The power of the Comprehensive Needs Assessment lies in how well it fosters a deep and common understanding of the performance of our public education system; generates thinking about the reasons for that performance; and inspires actions that lead to an educational system which ensures success.

- **Purpose**
  The central charge was to determine the extent to which our public school system is meeting the educational needs of its students and to do so in such a way as to suggest priorities for improvement.

- **Design**
  The Comprehensive Needs Assessment was designed to ensure *credibility, comprehensiveness*, and *usefulness*:

  - People inside and outside the system with diverse viewpoints contributed at all key points: inception, collection, analysis, critique, and report writing. A 35 member Design/Review team oversaw the entire needs assessment.

  - Information was gathered on concerns in 12 improvement areas using *multiple approaches* (i.e., surveys, voice polls, interviews, and existing reports) from *multiple sources* (i.e., principals, teachers, school secretaries, state and district staff, students, parents, people from business, the military, the community, higher education, state agencies, and professional organizations).

  - The 12 improvement areas, contributed by the Superintendent, Board of Education, and the Design Review team were: Accountability, Administration, Communication, Curriculum & Instruction, Funding, Policies & Rules, Research & Development, School & System Environment, Staffing, Standards (Hawai‘i Content and Performance Standards) Implementation, Student Outcomes & Performance, and Technology.

  - Analysis of the needs and their relationships across the 12 areas helped ensure that central or core needs were identified.

- **Integrative Conclusions**

  These conclusions help clarify the needs of the system; signal leverage points for improvement; provide guidance for strategic planning; and suggest elements of a successful system.

  Core Needs. Six *core needs* emerged from a synthesis of the relationships among the data across the 12 improvement areas:

  - ✔ ***Improve Standards-Based Learning***
  - ✔ ***Improve Quality of Student Support***
  - ✔ ***Improve Professionalism and Capacity of System***
  - ✔ ***Need Focused and Sustained Action***
  - ✔ ***Need Coordinated Team Work***
  - ✔ ***Improve Responsiveness of System***

  These *core needs* can guide how improvements might best occur to the extent that they:

  (1) Highlight needs common to the different levels of the system;
  (2) Describe needs in terms of organizational functions, structures, and attitude; and
  (3) Make significant connections between and among specific needs.

  Images of Success. Images of Success provide a positive interpretation of the system's core needs. They are the flip-side view of the core needs and thus represent the aspirations for the system as expressed by our participants.

  - ✔ **Standards-Based Learning**
  - ✔ **Quality Student Support**
  - ✔ **Professionalism and Capacity of System**
  - ✔ **Focused and Sustained Action**
  - ✔ **Coordinated Team Work**
  - ✔ **Responsiveness of System**

  A holistic view of how these images are related is depicted in a final interpretative Image of Success, that for:

  - ☆ **Standards-Based Education**

  These Images of Success point us in the direction for improvement, build common understandings, and help us envision priorities. These images help ensure that we are all working toward a better future for our children.

- **Improvement Area Reports**
  Each of the improvement area reports contains a summary, a description of the improvement area, and key information about the nature and importance of the area from existing reports, needs assessment surveys, and interviews.

- **Future Use**
  It will not serve our students well if the Comprehensive Needs Assessment is used to discourage the spirit and damage relationships needed for renewing our system. It must inspire action that ensures quality public education for all students. Our entire community must be committed to action – from Washington Place, the Capitol, the Board room, and Department to all our classrooms.

REPORT HIGHLIGHTS

Hawai'i Department of Education
March 1999

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Contents

Introduction

- Purpose of the Comprehensive Needs Assessment 1
- Design of the Comprehensive Needs Assessment 2
- Overview of the Report 5
- Challenges Facing Hawai'i's Public Education System 6

Integrative Conclusions

- Core Needs 7
- Images of Success 14

Improvement Area Reports

- Accountability 23
- Administration 41
- Communication 55
- Curriculum and Instruction 65
- Funding 79
- Policies and Rules 99
- Research and Development 113
- School and System Environment 129
- Staffing 149
- Standards (Hawai'i Content & Performance Standards) Implementation 169
- Student Outcomes and Performance 187
- Technology 209

Appendices

- Appendix A: Needs Assessment Teams A - 1
- Appendix B: Surveys B - 1
- Appendix C: Focus Groups and Individual Interviews C - 1
- Appendix D: Existing Data D - 1
- Appendix E: Comprehensive Needs Assessment Work Plan E - 1

Purpose of the Comprehensive Needs Assessment

The central charge of the Comprehensive Needs Assessment is:

> ***To determine the extent to which the Hawai'i public school system is meeting the educational needs of its students, and to do so in such a way as to suggest priorities for improvement.***

Dr. Paul LeMahieu, Superintendent of Education, set forth this charge to the Department of Education in the context of daunting economic and social challenges currently facing the State of Hawai'i and its educational system. To ensure that strategic directions of the Department address accurately the problems faced by our public school system and that steps taken contribute toward solutions that improve student learning of high and challenging standards, Dr. LeMahieu commissioned the needs assessment.

A needs assessment, by its very nature, focuses entirely on problems and concerns, that is, improvement *needs*. Its thrust is not to identify strengths, but to reveal where improvements must be made. A needs assessment is not an evaluation and is therefore not a balanced undertaking. Rather, it is an approach that asks, "What are the problems we need to work on to get better?"

The power of the Comprehensive Needs Assessment lies in its ability to foster a deep and common understanding by educators, policymakers, and the community about the performance of our public education system and to generate thinking about the reasons for that performance and ways to improve it. For the Comprehensive Needs Assessment to have a positive impact upon the system, its use must be, not to place blame or point fingers, but to inspire new ways of thinking about providing quality education for all children. While the negative observations and findings may be startling or newsworthy to some, the information should ultimately evoke images of a system which ensures success.

The needs assessment was designed to provide solid information which could be used by the Board of Education to ***derive strategic action priorities***. Board-established priorities will focus the work of the entire educational system. ***The results of the needs assessment and the Board's priorities will be used to:***

- ***develop priority-based strategic improvement plans;***
- ***build widespread support for improvement focused on the priorities;***
- ***guide subsequent actions in carrying out the improvement plans; and***
- ***monitor progress.***

Design of the Comprehensive Needs Assessment

Ensuring Credibility, Comprehensiveness and Usefulness

The following design features of the Comprehensive Needs Assessment helped to ensure that the findings would be credible, comprehensive, and useful in guiding improvement efforts:

- **A Design/Review Team oversaw the needs assessment.**
  Thirty-five people broadly representative of the multiple viewpoints of major stakeholders in Hawai'i public education (such as business, higher education, parents, students, legislators, administrators, teachers, etc.) served on this team. They guided the needs assessment by helping to design it and to review its progress. They helped to formulate the improvement areas to be targeted; contributed to understanding the issues and concerns underlying each area; and provided critiques of the initial data analysis and draft report. Their contributions, guidance, and critiques helped to make the needs assessment comprehensive and credible through the inclusion of their diverse viewpoints and interests.

  Membership of the Design/Review Team, and persons serving on three other teams whose work also was instrumental to the needs assessment – a Technical/Management Subcommittee, an Analysis Group, and a Writing Team – are listed in *Appendix A.*

- **Multiple approaches and multiple sources were used to gather information.**
  Three approaches were used to gather information about improvement needs:

  - **Surveys**. People inside and outside the Department (8 stakeholder populations, totaling 3,441 people) were surveyed regarding their perceptions of specific areas that are most important to improve. A description of the design of the survey instruments, copies of these surveys, descriptions of the survey procedures and samples, survey response rates, and survey data summaries are in *Appendix B.*

  - **Interviews**. Interviewed about the broad areas that need improvement and their perceptions of and experience with the problems within those areas were groups and individuals (22 focus groups and 8 individuals representing departments/agencies, totaling 257 people) committed to and involved with public education. Descriptions of the groups and individuals interviewed, the interview format or protocol, the 12 areas used to focus discussion, and overall interview data summaries are in *Appendix C.*

  - **Existing information**. Relevant existing information in reports produced within and outside the Department were identified and summarized. These sources are listed in *Appendix D.*

- **Twelve improvement areas formed the basis of the needs assessment.** Twelve areas contributed by the Superintendent, the Design/Review Team, and the Board of Education formed the content basis of the surveys and interviews:

  Accountability
  Administration
  Communication
  Curriculum and Instruction
  Funding
  Policies and Rules
  Research and Development
  School and System Environment
  Staffing
  Standards (Hawai'i Content and Performance Standards) Implementation
  Student Outcomes and Performance
  Technology

  These 12 areas are described in each corresponding section in the main body of the report.

- **Analysis of open-ended information indicated the 12 areas were sufficient.** Design of data collection allowed for open-ended responses about improvement needs. Analysis indicated that the 12 areas, while sometimes overlapping, formed a comprehensive set that subsumed nearly all problems and concerns about the educational system and schools.

Ensuring Identification of Core or Central Improvement Needs

To reduce the possibility that the needs identified were trivial or peripheral to improvement of the system, and to maximize the their centrality or core, the following was done:

- **Analysis of the information cross-cut the 12 improvement areas.** Certain common problems (e.g., related to funding allocation), although expressed in a way most appropriate to a given area (e.g., policies and rules, administration), reoccurred within the 12 areas. Their commonality across areas suggests they are central concerns.

- **Analysis of the information cross-cut the multiple sources of information.** Certain common problems (e.g., in communication), although expressed in different ways and shaped by the differences in people's roles, perspectives, and experience, emerged within the 12 areas. Their commonality across interview and survey groups suggests they are central concerns.

See *Appendix E* for details of the scope of the work activities and time line for the needs assessment.

Overview of the Report

This section is a general "road map" for navigating the report that follows. Further direction to specific material can be found in the *Table of Contents.*

- "Challenges Facing Hawai'i's Public Education System" provides a larger context from which to view the needs of Hawai'i's K-12 public education system. The challenges include the large size of the school system, a growing "special needs" population, low fiscal commitment, high pupil-teacher ratio, low administrator ratio, and chronic school facilities problems.

- "Integrative Conclusions" is a summary of findings of the entire Comprehensive Needs Assessment. The first subsection, "Core Needs," provides a holistic and integrated picture of the core needs for our public education system. The next subsection, "Images of Success," provides an interpretation of the elements of a successful system. The images embody the aspirations of those who participated in the needs assessment and shared their hopes for improvement.

- "Improvement Area Reports" are individual reports for each of the 12 improvement areas (accountability, administration, communication, etc.). Each report has a short summary followed by detailed information describing the improvement area, important background information, and key survey and interview findings. Important relationships among improvement areas are also noted.

- Appendices contain detailed information as follows:

  Appendix A lists the members of the several teams that contributed their time and expertise to the project.

  Appendices B and *C* describe the design of surveys and interviews and results from selected analyses.

  Appendix D provides a comprehensive list of existing reports, studies, and other documents that were cited in the Improvement Area Reports.

  Appendix E contains the needs assessment's work plan.

Challenges Facing Hawai'i's Public Education System

The challenges facing our public school system provide the context within which to view the needs of the system. They are the setting and circumstances within which our educational system operates. What follows is only a "broad brush" sketch of some of these.

- As a single statewide system of public education with no legally independent local districts and an enrollment count of 187,395 students, the Hawai'i Department of Education is one of the 10 largest school systems in the country.

- Our 253 public schools serve an ethnically diverse student population with the three largest ethnic groups being Hawaiian/Part-Hawaiian (24%), Filipino (19%), and Caucasian (17%).

- The number and proportion of "special needs" students (including students receiving special education services, classified as poor, and/or are English language learners) are growing more rapidly than the general student population. Based on our most recent figures, these students comprise 45% of our total student enrollment. Their increasing number makes the public schools' task both more difficult and more costly.

- The State's financial commitment to K-12 public education is low. Although 2nd among the 50 states in per capita state revenues, Hawai'i is last in the percentage of state and local revenue allocated to public schools.

- Our pupil-to-teacher ratio is high; Hawai'i ranks 39th among the 50 states according to the most recent figures.

- Our ratio of administrative staff to professional staff (2.4%) is well below the national average.

- About 36% of our schools need additional classrooms. Our school facility problems are chronic.

- Hawai'i public schools are uncommonly large. Our secondary schools averaged the largest in the nation and our elementary schools were the third largest in the nation.

  [Sources: *The Superintendent's Seventh Annual Report*, 1997; *The Superintendent's Eighth Annual Report*, in draft]

INTEGRATIVE CONCLUSIONS

This section provides an integrative summary of the Comprehensive Needs Assessment. This integrative view is presented in two ways. First, six (6) ***Core Needs*** of the educational system are described. Second, the aspirations these core needs represent are interpreted in ***Images of Success***.

This integrative summary is useful to the extent that it: (1) clarifies the needs of the educational system and how these needs form barriers to the achievement of the system's vision for standards-based education; (2) suggests elements of a successful system; (3) signals important leverage points for improvement; and (4) provides guidance for strategic planning.

If we are to inspire action, it is essential that the integrative conclusions of this section are communicated, understood and used by *all* to construct paths in support of continuous improvement. It will not serve our students well if the findings are used to discourage the spirit and damage the relationships needed for systems renewal. We must find in the information the seeds for building community consensus and individual responsibility around priorities and actions for success.

Core Needs

Six (6) Core Needs emerged from synthesizing the relationships of over 60 summary observations across 12 improvement areas:

- ✓ ***Improve Standards-Based Learning***
- ✓ ***Improve Quality of Student Support***
- ✓ ***Improve Professionalism and Capacity of System***
- ✓ ***Need Focused and Sustained Action***
- ✓ ***Need Coordinated Team Work***
- ✓ ***Improve Responsiveness of System***

Each Core Need encompasses problems, issues, and concerns expressed by the thousands of people within and outside our educational system who participated in the Comprehensive Needs Assessment. These core needs can guide how improvements might best occur to the extent that they:

- Highlight needs or problems common to the different levels of the system (state and district offices as well as schools);

- Describe needs or problems in terms of organizational functions (scope and purpose of work), structures (organizational framework and procedures), and attitude (outlook and posture toward the work and the people the organization serves); and,

- Make significant connections between and among specific needs or problems.

Following are descriptions of each Core Need:

- **Improve Standards-Based Learning**

  The goal of having all students reach high and challenging standards is directly related to the quality of student learning experiences. These learning experiences rest most directly on the congruence and quality of the Hawai'i Content and Performance Standards (HCPS), school curriculum, instructional methods, and assessment and evaluation. The core need to Improve Standards-Based Learning has four components:

  HCPS Quality and Implementation
  - ☐ Lack of high standards for all students
  - ☐ Lack of clear, concise, and "user friendly" standards
  - ☐ HCPS consists of content standards only (which describe *what* students should know, be able to do, and care about) not performance standards (which describe *how well* the content standards should be accomplished)
  - ☐ HCPS does not adequately reflect some important dispositions, attitudes, and skills
  - ☐ Lack of common understanding and support of HCPS throughout the system and by the public

  Curriculum Quality
  - ☐ Curriculum is not based on HCPS
  - ☐ Curriculum is not sufficiently challenging, relevant, or meaningful
  - ☐ Curriculum is inconsistent and repetitious across grade levels and schools

  Instructional Quality
  - ☐ Instructional practices do not meet the diverse needs and different learning styles of our students
  - ☐ Instructional practices focus more on student compliance and less on student engagement

  Quality of Assessment and Evaluation
  - ☐ Student assessments, both state and school, are not based on the HCPS
  - ☐ Lack of or inadequate performance-based or criterion-based student assessment
  - ☐ Little use of classroom student assessment to improve curriculum and instruction

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- **Improve Quality of Student Support**

  Our students' learning experiences take place within a social and physical context and are influenced by the quality of that environment, particularly the relationships among those facilitating student learning, as well as the relationships among the students themselves. Holding high expectations for student behavior and learning, supportive working relationships among school personnel, caring teachers, and safe and healthy school facilities all promote student learning. The core need to Improve Quality of Student Support has three components:

  Behavior and Learning Expectations for Students
  - Ineffective discipline and inadequate classroom management which are not consistent with the community culture
  - Lack of clear and high learning and behavior expectations for students
  - Lack of involvement, participation, and support by parents and community in school improvement
  - Increasingly unsafe or disruptive student behavior

  Relationships
  - Lack of caring, nurturing, trusting, and respectful relationships among students and between students and teachers/administrators/support staff
  - Lack of mutual respect and supportive relationships among teachers and between school administrators and teachers, and disharmony in school-parent relationships
  - Lack of an effective monitoring and improvement system that promotes high standards and expectations for education professionals
  - Feelings of isolation and lack of a sense of community by students, staff, parents, and community
  - Lack of sharing about school and classroom curriculum by principals and teachers with parents
  - Educational funding has not kept pace with cost of quality staffing
  - Inadequate staffing and antiquated staffing formulas

  Physical Learning Environment
  - Lack of coordination of facility services and resources between DOE and DAGS
  - Overcrowded, uncomfortable, and ill-equipped school facilities
  - Inadequate or insufficient learning materials, school supplies, and equipment
  - Educational funding has not kept pace with cost of quality facilities, materials, and supplies

- **Improve Professionalism and Capacity of System**

  The vision for standards-based education has resulted in new expectations for education professionals (i.e., teachers, school administrators/educational leaders, and state/district educational officers). These expectations include new knowledge, skills, and dispositions; new roles and responsibilities; and new relationships with those within and outside the system. Support for education professionals in terms of professional development, time, and resources is essential for successful standards-based education. The core need to Improve Professionalism and Capacity of System has four components:

Performance Expectations

- New and unclear roles and responsibilities for school administrators/educational leaders
- Lack of strong leadership at top and throughout the system
- Lack of clear, functional definitions of roles and responsibilities
- Lack of clarity about what principals, teachers, and support staff should be accountable for
- Lack of clear expectations for job performance

Pre-Service and Professional Development

- Inadequate pre-service training for standards-based education
- Lack of support and resources for teachers to implement HCPS
- Lack of well-designed professional development programs and support for achievement of performance expectations
- Policies and rules do not promote staff development, planning, and collaboration

Staff Recruitment, Selection, Placement and Retention

- Lack of effective programs for the recruitment, selection, placement, and retention of educational professionals
- Decisions regarding recruitment, selection, placement, and retention of staff are made without sufficient regard to the needs of the school or Department section

Performance Evaluations

- Lack of fair and adequate staff evaluation systems
- Lack of positive and negative consequences for personnel performance
- Lack of incentives, rewards, and sanctions tied to performance

- **Need Focused and Sustained Action**

Student achievement of state standards will require focused and sustained effort, at all levels, working toward systemic implementation of the standards. These focused and sustained efforts include goal setting, development and implementation of plans to achieve goals, and an ongoing process of evaluating the attainment of goals by all: Board of Education, Department of Education (state and district), and schools. The core need for Focused and Sustained Action has four components:

Vision and Goals

- Lack of vision or broad based communication of vision or common understanding of vision (i.e., Implementation of HCPS)
- Too many goals and a lack of priorities for action resulting in too many initiatives and a lack of focus

Improvement Cycle

- Lack of a clearly defined, understood, and used cycle for school/system improvement
- Outdated budgeting process that is not goal-driven

Planning and Action

- Insufficient use of criteria-based or research-based solution building and planning
- Fragmented and incomplete school/system improvement cycles, including plans for action
- Lack of clarity regarding roles and responsibilities in action plans
- Educational funding has not kept pace with rising cost of providing quality education

Assessment and Evaluation

- Lack of an adequate and fair system to assess and evaluate student achievement of HCPS
- Lack of an adequate and fair system to assess and evaluate school/system performance
- Lack of agreed upon consequences tied to individual or group performance

- **Need Coordinated Team Work**

Student achievement of state standards will not only require focused and sustained action but also the coordination of the system's initiatives and support services. Coordinated Team Work addresses: (1) governance (i.e., clarifying authority and responsibility for the Board of Education, state and district offices, and schools); (2) organizational culture (functions, structures and attitude); (3) systems communication; and (4) collaboration across the system. The core need for Coordinated Team Work has six components:

Coordination of Initiatives and Support Services

- Lack of common understanding of vision
- Lack of support and resources for HCPS implementation
- Lack of consensus about priorities
- Too many priorities and initiatives
- Lack of coordination of initiatives among state offices
- Conflicting initiatives from state offices
- Multiple policies, rules, and directions/initiatives resulting in conflicting demands
- Inefficient use of time, people, and resources
- Lack of coordination of facilities services by DOE and DAGS

Governance

- Lack of clarity and consistent decision making regarding issues of autonomy-control, flexibility-uniformity, and central-local functions

Organizational Functions

- Decentralization, downsizing, and changing societal needs have resulted in unclear roles and functional definitions of responsibilities for BOE, state and district offices, and schools
- Lack of clarity about what teachers, principals, students, parents, and support staff are accountable for

Organizational Structures

- No clearly defined cycle for systems and school improvement
- Lack of statewide assessment and evaluation programs based on HCPS
- Lack of support and resources for HCPS implementation
- Lack of research and development services to support reform efforts
- Lack of integrated technology infrastructure
- Lack of educationally useful fiscal auditing
- Little system support for innovation
- Lack of incentives, rewards, and sanctions tied to individual or group performance

Collaboration

- Lack of time and opportunities for collaboration
- Lack of open, honest, and respectful dialogue throughout system
- Lack of policies and rules that support collaboration

Communication

- Lack of clear and consistent communication of a vision for public education and initiatives that support vision
- Inaccessible, insufficient information and findings about Hawai'i public schools
- Lack of communication among state sections

- **Improve Responsiveness of System**

Implementation of standards-based education will require widespread understanding and support from the entire community. Toward this end, our public education system must be open to the call for improvements and the diverse views within our community. It must genuinely invite parent and community participation in system endeavors and it must seek to understand and be responsive to the needs of its customers – students and parents. The core need to Improve Responsiveness of System has four components:

Responsiveness To Customers

- Lack of openness and receptiveness to views, participation, and partnerships with those outside the Department or school
- Lack of or inappropriate action taken with respect to deficiencies or problems

Engagement and Collaboration

- Participation limited to those who do not "rock the boat"
- Schools and Department appear threatened and insecure when those outside the system seek meaningful involvement
- Lack of involvement of parents and community in school/system improvement processes
- Lack of open, honest dialogue among participants of system

Diversity

- Lack of support for innovation and risk taking
- Solutions are often prescriptive and insensitive to diverse needs
- Hostility towards or isolation of those who propose alternative solutions

Communication

- Lack of sharing of school and classroom curriculum by principals and teachers with parents
- Lack of clear, consistent communication about vision, goals, and performance of system

Images of Success

The following are seven (7) Images of Success for Hawai'i's educational system. The conceptual pictures are the "flip side" view of the core needs and provide a positive interpretation of the system's core needs. To the extent the images encompass positive attributes, they represent aspirations for the system as expressed by many participants in the Comprehensive Needs Assessment.

Images of Success paint the broad parameters of a successful public education system. They point us in the direction of improvement and help us to build common understanding and envision priorities. Images of Success help ensure that we are all working toward a better future, not maintaining the past or placing blame.

The first six Images of Success correspond to each of the core needs and portray important elements or parts of our public school system.

- ✓ **Standards-Based Learning**
- ✓ **Quality Student Support**
- ✓ **Professionalism and Capacity of System**
- ✓ **Focused and Sustained Action**
- ✓ **Coordinated Team Work**
- ✓ **Responsiveness of System**

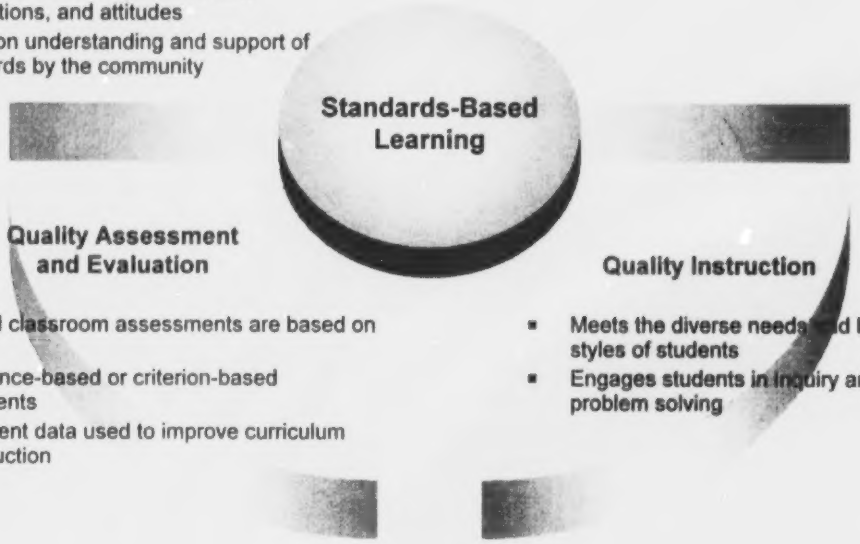
The final Image of Success builds the relationships among the elements, creating a holistic interpretation of a standards-based education system.

- ☆ **Standards-Based Education**

Standards-Based Learning

The Comprehensive Needs Assessment underscored the need to improve achievement of quality learning standards by all students. The image of success for **Standards-Based Learning** envisions:

- Systemwide Implementation of Hawai'i Content and Performance Standards (HCPS);
- Quality Curriculum;
- Quality Instruction; and
- Quality Assessment and Evaluation.



Systemwide Implementation of Hawai'i Content and Performance Standards

- Standards establish high expectations for *all* students
- Clear, concise, and user-friendly standards
- Coherent content *and* performance standards
- Standards reflect important skills, dispositions, and attitudes
- Common understanding and support of standards by the community

Quality Curriculum

- Curriculum is based on HCPS
- Curriculum is relevant, challenging, and meaningful

Quality Assessment and Evaluation

- State and classroom assessments are based on HCPS
- Performance-based or criterion-based assessments
- Assessment data used to improve curriculum and instruction

Quality Instruction

- Meets the diverse needs and learning styles of students
- Engages students in inquiry and problem solving

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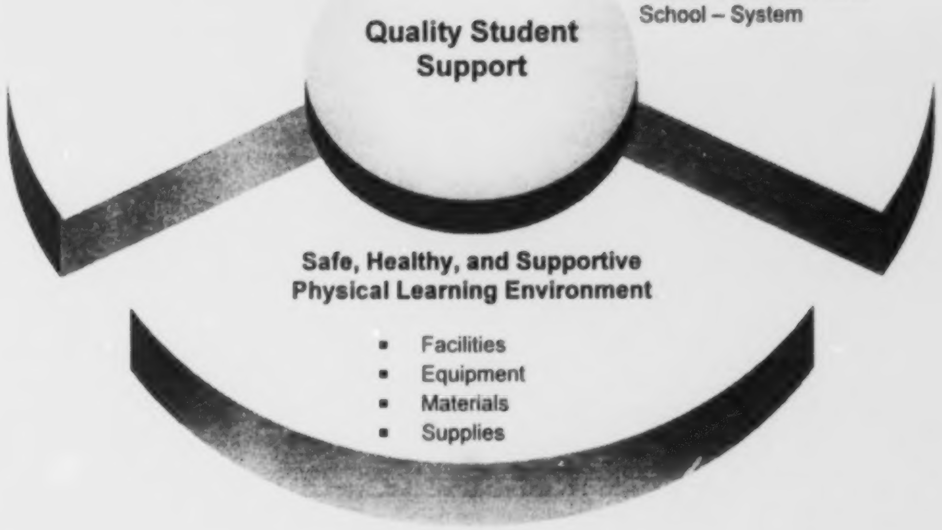
Quality Student Support

The Comprehensive Needs Assessment found School Environment as a priority concern and revealed how quality school environments and support services promote student learning. The image of success for **Quality Student Support** envisions:

- High Expectations for Student Learning and Behavior;
- Positive Learning and Working Relationships; and
- Safe, Healthy, and Supportive Physical Learning Environment.



High Expectations for Student Learning and Behavior

- School community support of high standards for student learning and behavior
- Effective discipline and classroom management
- Diligent and sustained monitoring of student learning

Caring and Respectful Learning and Working Relationships

- Manageable school size and class size
- Adequate and functional staffing
- Positive Relationships
  Students – Students
  Teachers – Students
  Principals – Teachers
  Students – Support Staff
  School – Parents/Public
  School – System

Quality Student Support

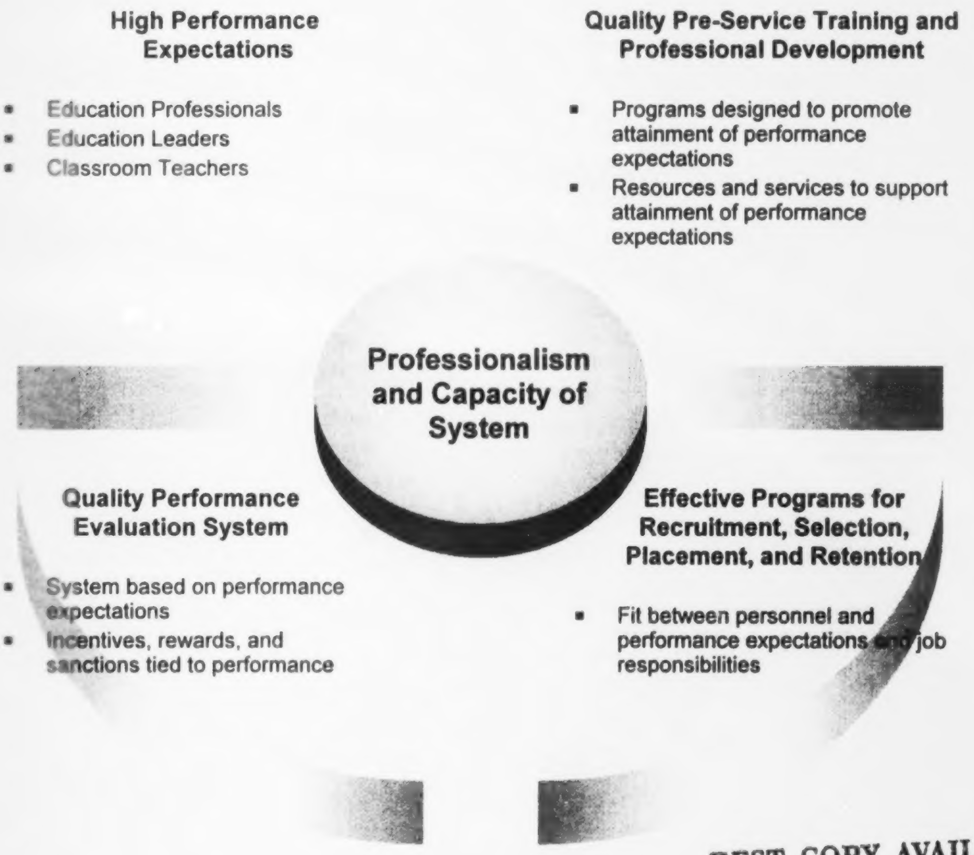
Safe, Healthy, and Supportive Physical Learning Environment

- Facilities
- Equipment
- Materials
- Supplies

Professionalism and Capacity of System

The Comprehensive Needs Assessment highlighted the system's need for sustained support, in terms of time, resources, and professional development, for educational professionals (e.g., state and district specialists, resource teachers), leaders (e.g., superintendents, principals), and classroom teachers. The image of success for **Professionalism and Capacity of System** envisions:

- High Performance Expectations for Education Professionals, Leaders and Classroom Teachers;
- Quality Pre-Service Training and Professional Development;
- Effective Programs for Staff Recruitment, Selection, Placement, and Retention; and
- Quality Performance Evaluation System.



High Performance Expectations

- Education Professionals
- Education Leaders
- Classroom Teachers

Quality Pre-Service Training and Professional Development

- Programs designed to promote attainment of performance expectations
- Resources and services to support attainment of performance expectations

Professionalism and Capacity of System

Quality Performance Evaluation System

- System based on performance expectations
- Incentives, rewards, and sanctions tied to performance

Effective Programs for Recruitment, Selection, Placement, and Retention

- Fit between personnel and performance expectations and job responsibilities

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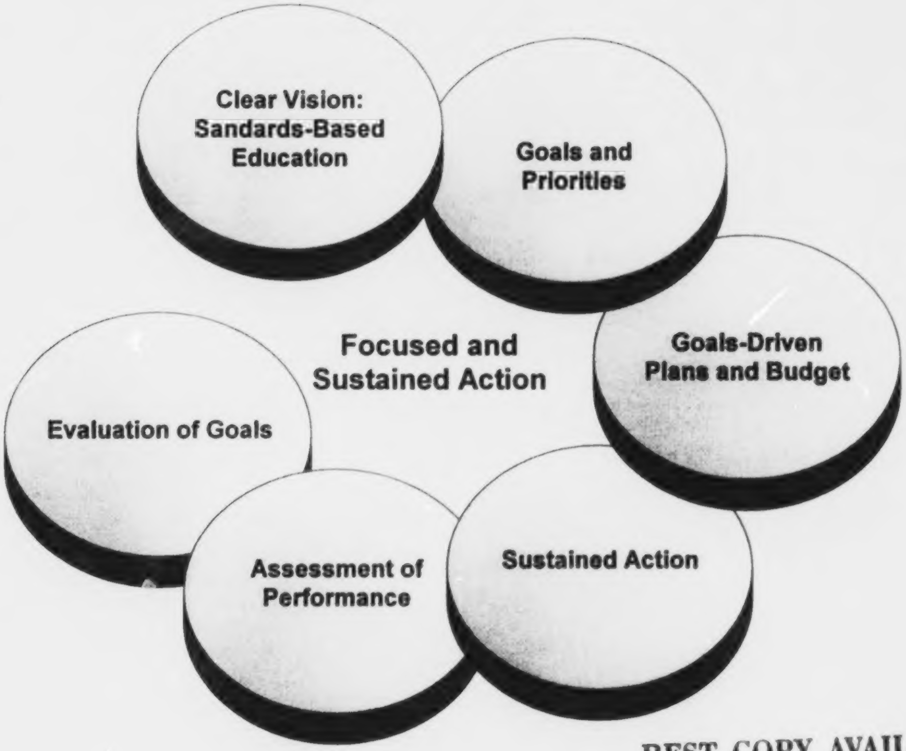
Focused and Sustained Action

The Comprehensive Needs Assessment highlighted the need for focused and sustained effort by the entire public education system. The image of success for **Focused and Sustained Action** envisions an improvement cycle that includes:

- Clear Vision: Standards-Based Education;
- Goals and Priorities;
- Goals-Driven Plans and Budget;
- Sustained Action;
- Assessment of Performance; and
- Evaluation of Goals.


Clear Vision: Sandards-Based Education
Goals and Priorities
Focused and Sustained Action
Goals-Driven Plans and Budget
Evaluation of Goals
Sustained Action
Assessment of Performance

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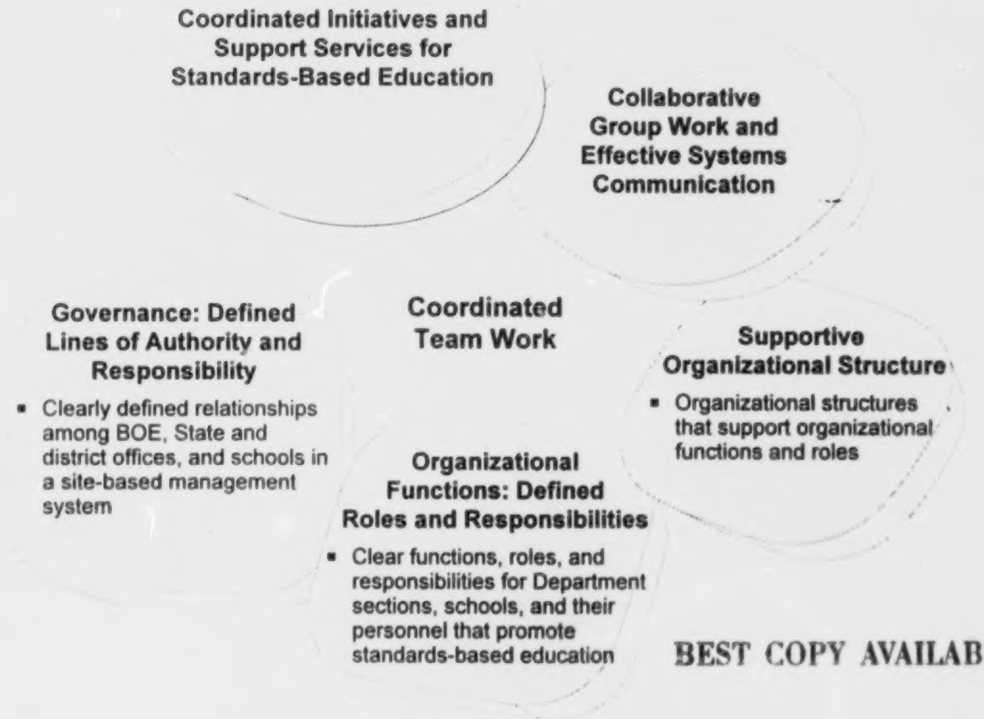
Coordinated Team Work

The Comprehensive Needs Assessment revealed the need for coordination, collaboration, and communication within our public education system. Coordination of effort and support services involves clarity about authority, roles and responsibilities. It requires organizational structures that support these organizational roles and promote collaboration and communication across the system. The image of success for **Coordinated Team Work** envisions:

- Governance: Defined Lines of Authority and Responsibility
- Organizational Functions: Defined Roles and Responsibilities
- Supportive Organizational Structures;
- Collaborative Group Work;
- Effective Systems Communication; and
- Coordination of Initiatives and Support Services.


Coordinated Initiatives and Support Services for Standards-Based Education
Collaborative Group Work and Effective Systems Communication
Governance: Defined Lines of Authority and Responsibility
▪ Clearly defined relationships among BOE, State and district offices, and schools in a site-based management system
Coordinated Team Work
Supportive Organizational Structure
▪ Organizational structures that support organizational functions and roles
Organizational Functions: Defined Roles and Responsibilities
▪ Clear functions, roles, and responsibilities for Department sections, schools, and their personnel that promote standards-based education

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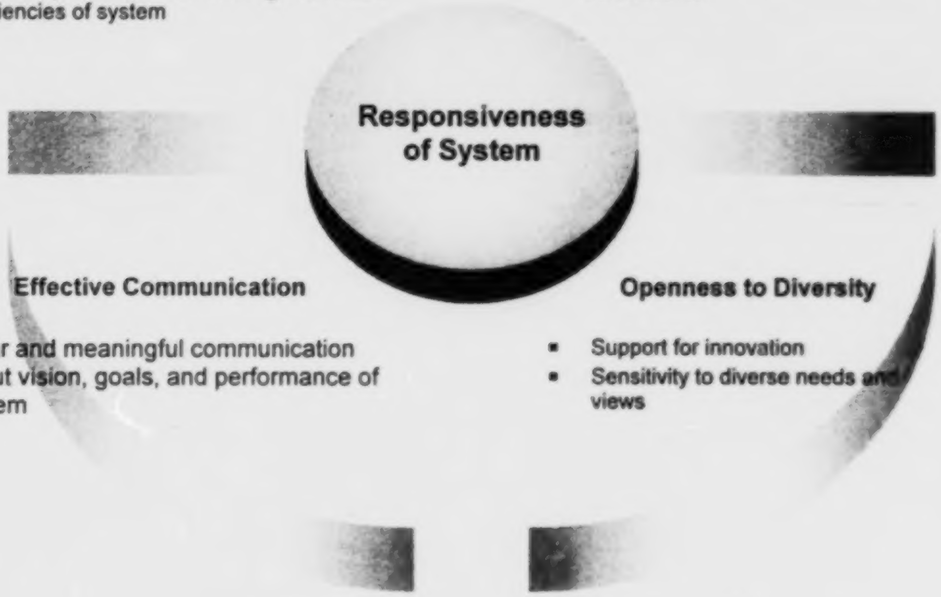
Responsiveness of System

The Comprehensive Needs Assessment revealed the importance of quality relationships among constituents of our public education system. It described an image of success of a system that, with courage, integrity and willpower, engages diverse perspectives and responds to the needs of its customers: students and parents. The image of success for **Responsiveness of System** envisions:

- Responsiveness to Customers;
- Genuine Engagement and Collaboration among Diverse Constituents;
- Openness to Diversity; and
- Effective Communication.



Responsiveness to Customers

- System is open and receptive to views and participation of those outside of department or schools
- System is responsive to needs of customers: students and parents
- System is proactive in addressing needs and deficiencies of system

Genuine Engagement and Collaboration

- Courage to engage others openly and collaboratively
- Parents and community involved in school/system improvement process
- Open, honest dialogue among constituents

Responsiveness of System

Effective Communication

- Clear and meaningful communication about vision, goals, and performance of system

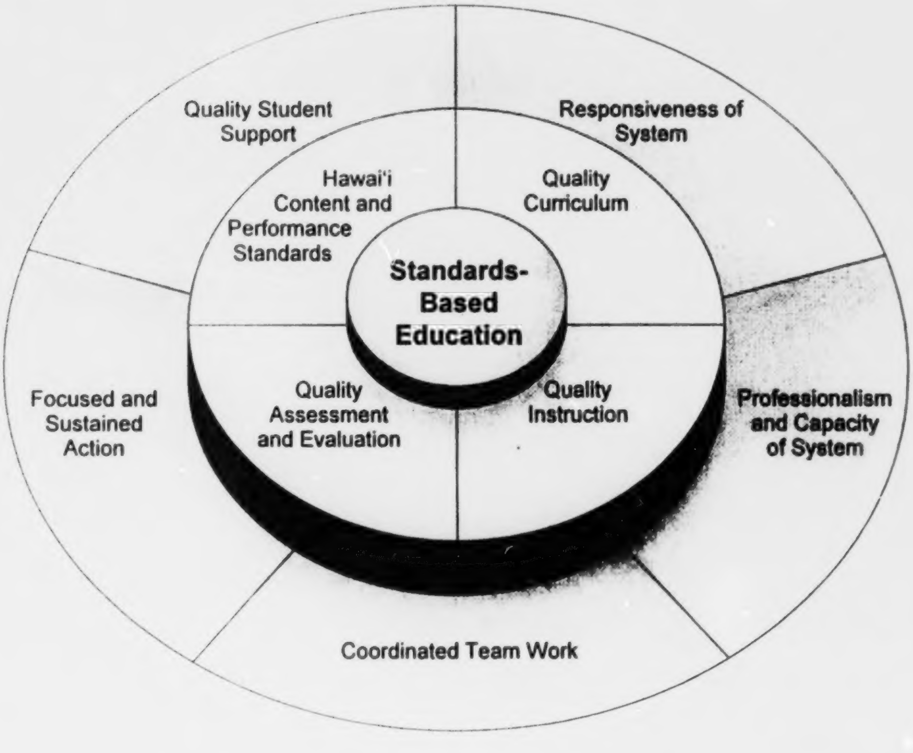
Openness to Diversity

- Support for innovation
- Sensitivity to diverse needs and views

Standards-Based Education

A standards-based education places at its center the success for all students in achieving standards. The following image of success illustrates how the various parts of our public education system must be coherent and mutually supportive to ensure quality **Standards-Based Education**. The image shows the interrelationships among:

- Standards-Based Learning: Hawai'i Content and Performance Standards (HCPS), Quality Curriculum, Quality Instruction, Quality Assessment and Evaluation;
- Quality Student Support;
- Focused and Sustained Action;
- Coordinated Team Work;
- Professionalism and Capacity of System; and
- Responsiveness of System.


Quality Student Support
Responsiveness of System
Hawai'i Content and Performance Standards
Quality Curriculum
Standards-Based Education
Focused and Sustained Action
Quality Assessment and Evaluation
Quality Instruction
Professionalism and Capacity of System
Coordinated Team Work

Accountability

ACCOUNTABILITY

Summary

Description of this area
Everyone, including staff, parents, students, and policymakers knows his/her responsibilities and accepts the consequences for his/her actions.

Nature of the problem
Respondents to the Comprehensive Needs Assessment's surveys provided over 2,400 open-ended comments along with 30 recorded interviews. Stakeholders' comments about their experiences are particularly valuable for gaining insight into the nature of problems, issues, and concerns with our public school system. Content analysis and synthesis of those comments suggest the following summary observations about the nature of problems with Accountability in the Department of Education and schools:

#1 Lack of clear, functional definitions of roles and responsibilities linked to resources to carry them out results in little or no accountability. Decentralization, downsizing, legal requirements and mandates are some of the reasons for new emerging roles and responsibilities.

#2 Lack of knowledge and clarity about what principals, teachers, students, parents, and support staff should be accountable for results in little or no accountability.

#3 Lack of or inappropriate action taken with respect to deficiencies or problems; inconsistent or biased enforcement of existing polices, rules and regulations; and lack of positive and negative consequences result in little or no accountability.

#4 No clearly defined cycle for system and school improvement (i.e., needs assessment, goal setting, action planning, implementation, data collection, evaluation) and little or no time and resources to implement plans and evaluate results lead to little or no accountability.

#5 Lack of educationally useful fiscal auditing and little clarity about criteria used for funding decisions hinder fiscal accountability.

#6 Lack of involvement and participation of parents and community members in school or system improvement results in ineffective accountability.

Importance of improving this area

- **Why is this area important?**
  Accountability is essential for the effective and efficient functioning of any organization. Sound accountability clearly links authority with adequate resources to responsibility; defines clear roles for all parties and lines of responsibility and mutual obligation; involves fair and adequate assessment against agreed upon goals;

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invokes appropriate actions (positive, neutral and negative consequences) for performance; and must be supported by leadership and adequate resources.

- **Empirical findings**
  - Accountability did not rank high, with an average ranking of 10 out of the 12 improvement areas, among all stakeholder groups surveyed.
  - Nonetheless, 50-60% of the school (56%), district (60%), and state (52%) administrators indicated that improving Accountability was "Very Important." Among teachers, the figure was 36%, their second lowest rating among the 12 areas.
  - Students (like teachers) did not perceive Accountability as an area warranting improvement as much as most other areas. Nonetheless, 44% did indicate that improvement in this area was "Very Important."
  - By contrast, parents (69%) and the general public (70%) perceived the need to improve Accountability as somewhat higher in relative importance than did Department staff or students.
  - Accountability was selected as one of the top three priority areas in need of improvement by 9 of the 22 groups interviewed: 2 of 3 parent groups, 2 of 5 school community groups, 1 of 4 teacher education groups, 2 of 4 business community groups, 1 of 2 DOE system level groups, and 1 of 1 professional education coalition.
  - In the interviews of groups and individuals, Accountability problems were noted in 7 other areas: Administration, Curriculum and Instruction, Funding, Policy and Rules, School Environment, Staffing, and Student Performance.
  - Seven (7) of 8 agencies discussed Accountability: Department of Health, Department of Labor and Industrial Relations, Office of the Attorney General, Department of Accounting and General Services, Department of Human Services, Department of Budget and Finance, and Hawaii Community Foundation.

Relationship to other areas

While analysis of the interviews found that comments about Accountability emerged during discussions in seven other improvement areas, Accountability seems most closely related to three areas: Administration, Staffing, and Student Performance. Issues pertaining to clarifying the scope of administrators' duties, evaluating teacher performance, and improving the assessment of student learning are common examples for these three areas. Accountability also occurred in conjunction with some issues involving Curriculum and Instruction (e.g., questions about program quality), Funding (e.g., fiscal accountability), Research and Development (e.g., outcome measures), and Policies and Rules (e.g., clarifying governance and authority relationships).

Summary interpretations

The association of Accountability with other areas – especially Administration, Staffing, and Student Performance – appears to indicate that improving accountability might likely "leverage" improvements in these areas as well.

ACCOUNTABILITY

How is this area described?

- The description of Accountability used in the telephone VoicePolls was as follows: "In a school system with strong accountability, everyone... including staff, parents, students and those who make the rules, knows his/her responsibilities and accepts both positive and negative consequences of his/her actions."

- For the interviews, Accountability was described as "having everyone – staff, parents, and policymakers (those who make the rules) – know his/her responsibilities, take responsible actions for improvement, and accept consequences for his/her decisions and actions."

- Specific aspects of accountability were probed in the written surveys used with department staff. The specific questions asked about:

  - clarity of responsibilities among staff at all levels, parents, students, and community members;

  - clarity of authority and responsibilities of SCBM councils;

  - use of standards (i.e., the Hawai'i Content and Performance Standards) to assess student learning; and,

  - use of student outcomes to evaluate the performance of schools, teachers, and other Department staff.

Sources:
- Surveys: Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls: Parents, General Public
- Interviews: Focus Groups, Individuals

What is important background information in this area?

- Policy #2200, Comprehensive Assessment and Accountability System, was approved by the Board of Education in November 1995. The policy recognized the importance of establishing a Comprehensive Assessment and Accountability System (CAAS) in order to achieve systemwide improvement.

- Major accountability improvement needs, and systematic, multi-year improvement actions for addressing those needs, were identified in the Comprehensive

Assessment and Accountability System (CAAS) strategic plan published in January 1997. Efforts to obtain funding to implement the CAAS plan, however, were not successful.

- The low level of public confidence in public education in Hawai'i is believed to stem, at least in part, from a lack of adequate accountability throughout the Department of Education, including the schools.
  [Source: *CAAS Strategic Plan*, 1997]

What is the nature of the problem in this area?

Existing Data

- Current student assessment programs and practices, both at the state and school/classroom levels, are not in concordance with each other, are not based on the Hawai'i Content and Performance Standards, and fail to provide direct evidence of students' attainment of the standards.
  [Source: *CAAS Strategic Plan*, 1997]

- Current staff evaluation programs for teachers and educational officers generally fail to satisfy the professional evaluation standards (utility, accuracy, propriety, feasibility) that such programs should satisfy.
  [Source: *CAAS Strategic Plan*, 1997]

- The effectiveness of local school improvement efforts is often unknown, unclear, or unvalidated. This is due to insufficiently or inadequately monitoring implementation and to inadequately evaluating the outcomes of school improvement efforts.
  [Source: *CAAS Strategic Plan*, 1997]

- Accountability within the entire State system (Legislature, Governor, Board of Education, Department of Education) is vague and means different things to different people.
  [Source: *New Ways of Thinking about Education*, 1998]

Survey Comments

- **What are people saying about problems in this area?**

"Parents need to have a vested interest. They need to have more accountability; too much is left to the school staff."

Teacher

"Get rid of the 'deadwood' teachers who consider their job as a '9 to 5' career and don't care if the students learn or not... There must be some way to hold teachers accountable for their jobs, as the private sector does. This is one of the few careers where you can have a very poor performance and still keep your job until you retire!"

Teacher

"Accountability is the key. It is not enough to know your responsibilities, we need consequences for lack of action. Educators are not held accountable for the products we produce."

School Administrator

"Demand, expect more of every teacher, administrator. Stress professionalism and accountability. Unless we expect more of ourselves, how can we expect more of students, parents, & the community?"

Teacher

"Parents need to clearly understand their involvement and responsibilities in the education of children."

School Administrator

"Need to account for student learning. Teachers have difficulty due to many families lacking parenting skills. Students are NOT coming to school prepared to learn. Reading, preparing academically are not priorities for many families anymore. For some, it is barely making a living."

School Administrator

"We all need to be held accountable for student learning, not classroom teaching. But assessments remain a problem."

School Administrator

"Teachers must be held accountable for student achievement and for providing opportunities for all students... This must be system-wide... Dire need for teachers to increase their repertoire of instructional strategies to meet needs of all students."

School Administrator

"Hawai'i's teachers need the support of the parents if we are able to provide the kind of education that our students deserve and require to function in the next century. Parents need to work w/ their children from the time they are born, providing them love, security, shelter, etc. so that the school is not responsible for these (primary care giver). Parents need to teach the basics of being a human being, a responsible contributing member of the family. When they do this, the children can come to school to learn their A, B, C's, add and subtract, reason, etc."

School Administrator

"Changes in student achievement will only result when teachers evaluate their own teaching styles & instructional strategies... At the current time, there is little/no accountability as to how effectively teachers teach. We need teacher evaluation rating & curbing of HSTA petty grievances. We can do large organizational change, but for whatever reason, we do not emphasize what changes need to be made in the classroom."

School Administrator

"We don't know who to hold accountable because the legislators say the DOE has total control of funds & the DOE says the legislature dictates what areas the funds go. Everybody needs to be honest & clear on who does what."

School Administrator

"[Improve the] Department's fiscal responsibility to schools (give schools the funding allocated – no withholding of funds by district/state)."

School Administrator

"By the time the money filters down, hardly any of it gets to the students in the classroom."

School Administrator

"More and more responsibility is put on the school not only to provide an academic education, but discipline, morals, ethics, character, etc. A lot of this begins at home. We need to make parents more accountable for student achievement and improvement."

SASA

"Provide adequate resources to accomplish goals."

School Administrator

"Until the DOE can make every teacher accountable for what they teach, we will never be able to change the system."

SASA

"... I truly believe in accountability and responsibility when measuring student performance or the lack thereof. Ultimately, school administrators would be held more accountable than in previous years. Perhaps charting student progress in relationship to the school's administrator and making this information available to the public would force school administrators to take a more serious look at their impact..."

SASA

"... teachers as well as office staff need to dress professionally. How can we expect our students to respect faculty when the staff is dressed in jeans, shorts, T-shirts, etc. The staff look more like students and don't garner the respect they deserve."

SASA

"Shared responsibility and accountability. Not only students, but teachers and administrators must meet standards."

District Administrator

"It is not fair to use student outcomes to evaluate the performance of schools, teachers, and department staff. There are many factors that affect student outcomes, some of which schools, teachers, and department staff have no control and have inadequate resources."

District Administrator

"State, districts, complexes, schools, and teachers must identify performance targets to help all students achieve standards. Students must identify performance targets for themselves to be able to achieve all standards by the time they graduate from high school. All... must use results/data... to implement changes that will enable all students achieve standards."

District Administrator

"The downsizing of the DOE has resulted in a multitude of tasks and time demands being pushed on the schools. Provide more resources to the schools..."

State Administrator

"Require recertification of teachers and administrators every 5 years to provide accountability."

State Administrator

"Remove principals ... teachers from unions, holding each accountable based on performance instead of seniority."

State Administrator

"The private schools succeed because students know that if they don't continue to meet the academic and conduct standards, they will be out. The public school system needs to approximate this model..."

State Administrator

"Current [budget] process merely takes last year's numbers and adds for enrollment changes. The completely erroneous assumption is that the status quo is OK. There is absolutely no challenging or questioning of existing expenditures. For a budget of almost $1 billion, this is ludicrous!"

State Administrator

"All budget requests should be tracked from allocation through expenditure to ensure that funds budgeted are in fact expended for the purpose requested..."

State Administrator

"If students, teachers, parents and all other school administration know their responsibilities and can accept the consequences of their actions, our school can be run better."

Student

"Students should have a say in teacher evaluation."

Student

"Divide money throughout the whole school. Between all Departments. Right now its not fairly distributed."

Student

"I feel that accountability is one of the biggest issues that could be addressed that would help improve the quality of schools in Hawai'i. Accountability on the part of the teachers, accountability on the part of the administrators and also on the part of the students and parents as well."

Parent

"... I think that if a teacher teaches a certain way, like for instance, inventive spelling in Kindergarten and then the next teacher he goes to says that inventive spelling is not necessary and that's not what she believes, and then everything he has learned in Kindergarten does not correspond to how he's going to learn in the future, and they have to start over every grade level... It's just a big waste of time."

Parent

"I have a son in intermediate school and they don't have enough books. There is one set of books for his core courses – I believe, English, social studies, science. He's a 4.0 student and he cannot bring home any books for homework because there's only one set to leave in the class. So I believe you need to get books for all the children."

Parent

"Hold parents more accountable for their student's actions and let the parents be held responsible. Discipline begins with the parents..."

Parent

"Make sure that students are there to learn. That that is clear. That is their job. Teachers are there to teach. That is their job..."

General Public

"I believe the most important aspect to improving our public education system is accountability. Accountability of teachers and administrators. Where the money is spent. How it is spent. Accountability to education, you know, the ability of the teacher to educate. If they're not able to do a good job, they need to be moved out. And, also, accountability of students to complete their homework. As well as, very important, the accountability of us parents being sure that this work is done."

General Public

"I think its extremely important to have more accountability. Teachers who do not do a good job in teaching their students should not be teaching. The teachers who do an outstanding job should be lead teachers, should be paid more, should be given every incentive to train and help other teachers."

General Public

"There is a complete lack of accountability of administration, parents and the students of schools in Hawai'i. There is also not high enough achievement wanted from the students. Very, very low expectations..."

General Public

"I think the greatest thing would be accountability. Most of the people who work for the Department of Education are just stagnant... There is no way to hold each individual accountable for the decisions they make and how those decisions affect the students in the classroom. I believe that there is no measurement of the personnel's responsibility to carry out their job duties..."

General Public

"I believe one of the improvements that should be made in the public school system is that the school needs to be more accountable for the kind of student performance that they turn out so that when students graduate from high school, that they will be able to succeed in college or... go directly to the workplace."

General Public

"Need to ensure that all people in this system are accountable... And if they do not implement those things that they are accountable for, then follow up and discipline actions need to be implemented. We can't allow people to not do their jobs or to do it only in terms of what the needs of adults are versus the needs of students."

General Public

"I think the biggest difference can be made by figuring out a way to evaluate the performance of the teacher."

General Public

"I think that the principals should be qualified enough and they should be evaluated... I believe our school has a very ineffective principal..."

General Public

"I think that in order for there to be proper accountability there has to be a way for the DOE to either make a real effort to help teachers and administrators, principals especially, who perhaps are struggling in their efforts to run the schools or run their classrooms. ...I think it's critical that they find a way to help these people or relieve them of their duties. Then maybe we can make some progress."

General Public

"I think the biggest problem with the school system is that even though the school system should have enough funding, the funding aren't being used effectively and isn't getting to the students and it's being kept up at the administrative level..."

General Public

"It's important to have the money that is allocated to the school system to actually reach the students in the way of materials and better classrooms, smaller classrooms, better teachers. A lot of the money is wasted in administrative levels and never gets down to actually help the students."

General Public

"Too much emphasis is placed only on the role that schools have and not... the role that the parents and society has. Without each other supporting each other, I don't think... realistically, the school can do what it needs to do all by itself. We need the support of everyone working together."

General Public

Group and Individual Interview Comments

- **What are people saying about problems in this area?**

"To meet school needs, it seems like we're always picking up new tasks. That's OK, but we also keep the old responsibilities and they don't match what schools really want. Our jobs are a mish-mash of tasks and we're never sure what we're really responsible for."

State Staff

"I subbed for a teacher to go to a workshop. Went by the workshop to drop off the students' work and the teacher wasn't even there. Signed in and then left!"

Advanced Degree Student

"When you're out there trying to find answers, there's a war of attrition. Maybe It'll just go away."

Parent

"It's like a game, and everyone is Cover-Your-Ass'ing. Constantly passing the buck."

Student Teacher

"People don't know how our multi-million dollar education budget is allocated. Nobody knows! How can they hold anyone accountable?"

Community Person

"The superintendent must be able to have authority over 'performance' in the system. The unions need to be reformed."

Community Agency

"Six or seven DOE state people come to a meeting related to Felix. None of these people can make a decision. WHOSE RESPONSIBILITY IS IT?!"

State Agency Representative

"Unions are a little too strong. They don't allow their members to make hard decisions. Everyone is 'gun shy' because they are not trained to make decisions. It is not the AG's responsibility to MAKE the decisions. However, whenever an issue is real 'hot,' the DOE wants the AG to make the decision."

State Agency Representative

"As problems arise, the reaction [to a solution] is one of 'it can't be done.'"

State Agency Representative

"Teachers are tenured so then the incompetent teachers are just 'passed' around the district. What can a principal do to help the teacher improve? The principals don't give bad evaluations."

DOE Staff Person

"DOE has a million heads and each one points to the next one to get it done, and we go around and around and around."

Parent

"Are there ever any consequences to a job not performed well?"

Parent

"Too many parents are not responsible for their own children, getting them to school, supporting their learning. They have to be more actively involved with their own children's learning."
Parent

"What we need is an accountability system based on how well STUDENTS' needs are met."
Professional Assoc. Member

"There is lack of student accountability – absences, tardies, come to class with no paper, no pencils, not having done the homework."
Professional Assoc. Member

"Principals must be given the power to fire anyone, including teachers who have been there a long time and are just marking time. Unless there is the real possibility of being fired, people (including principals) will be complacent and have no need to motivate themselves. Along with this authority, principals must be held more accountable for the overall performance of their schools. Firing means this: cease being a DOE employee; it does not mean just being transferred to a different position in DOE."
Business Agency

"I believe programs will be more effective if accountability is an expectation."
Parent

"There will be no change until there is motivation for improvement with reward for innovation and remediation or dismissal for unacceptable results."
Parent

"A real system that holds teachers accountable for their 'actions' in the classroom."
Teacher Educator

"Need an appointed Board to improve accountability to legislature, governor, and public."
School Community

"Accountability is the bottom line. Make it clear what each person's role is and what actions they need to take toward the common goals."
State Staff

"The teacher's and para-professional's responsibilities in the classroom are confused."
Student Educator

Summary Observations: Over all the surveys and interviews, what are people saying about problems in this area?

#1 Lack of clear, functional definitions of roles and responsibilities linked to resources to carry them out results in little or no accountability. Decentralization, downsizing, legal requirements and mandates are some of the reasons for new emerging roles and responsibilities.

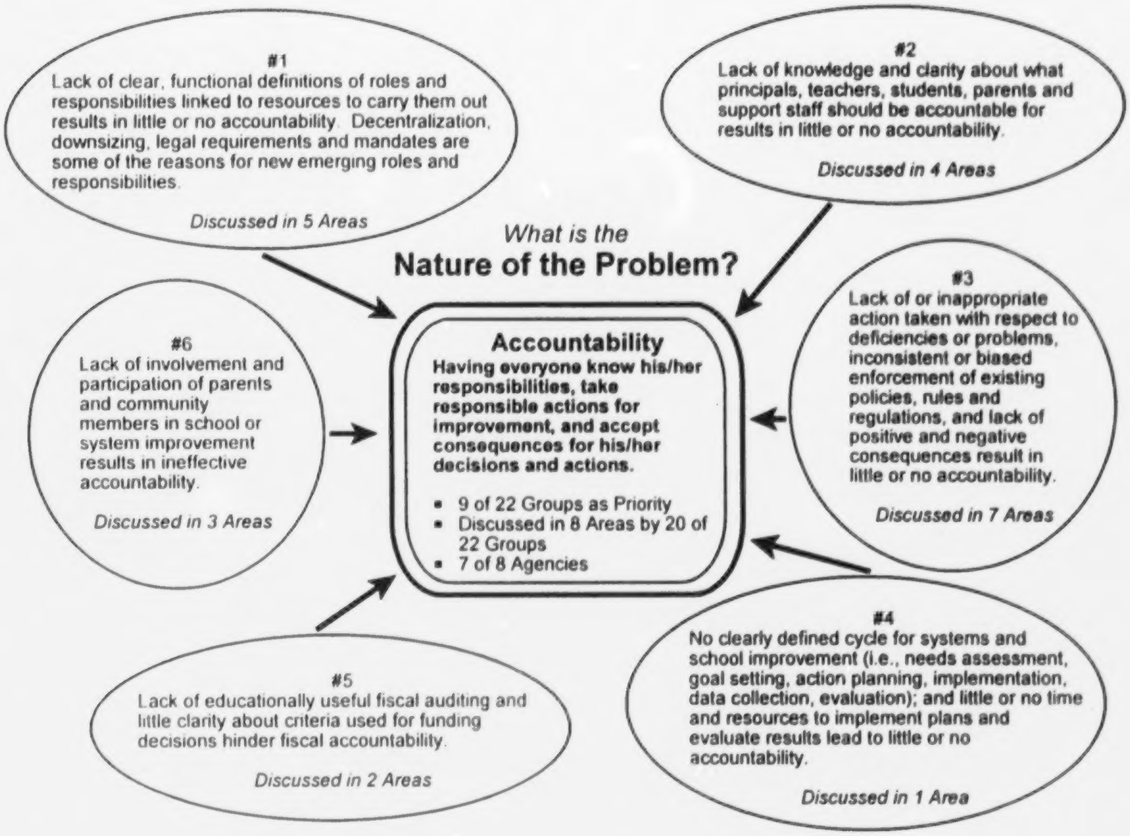
#2 Lack of knowledge and clarity about what principals, teachers, students, parents and support staff should be accountable for results in little or no accountability.

#3 Lack of or inappropriate action taken with respect to deficiencies or problems; inconsistent or biased enforcement of existing polices, rules and regulations; and lack of positive and negative consequences result in little or no accountability.

#4 No clearly defined cycle for system and school improvement (i.e., needs assessment, goal setting, action planning, implementation, data collection, evaluation); and little or no time and resources to implement plans and evaluate results lead to little or no accountability.

#5 Lack of educationally useful fiscal auditing and little clarity about criteria used for funding decisions hinder fiscal accountability.

#6 Lack of involvement and participation of parents and community members in school or system improvement results in ineffective accountability.



What is the

Nature of the Problem?

Accountability

Having everyone know his/her responsibilities, take responsible actions for improvement, and accept consequences for his/her decisions and actions.

- 9 of 22 Groups as Priority
- Discussed in 8 Areas by 20 of 22 Groups
- 7 of 8 Agencies

#1

Lack of clear, functional definitions of roles and responsibilities linked to resources to carry them out results in little or no accountability. Decentralization, downsizing, legal requirements and mandates are some of the reasons for new emerging roles and responsibilities.

Discussed in 5 Areas

#2

Lack of knowledge and clarity about what principals, teachers, students, parents and support staff should be accountable for results in little or no accountability.

Discussed in 4 Areas

#3

Lack of or inappropriate action taken with respect to deficiencies or problems, inconsistent or biased enforcement of existing policies, rules and regulations, and lack of positive and negative consequences result in little or no accountability.

Discussed in 7 Areas

#4

No clearly defined cycle for systems and school improvement (i.e., needs assessment, goal setting, action planning, implementation, data collection, evaluation); and little or no time and resources to implement plans and evaluate results lead to little or no accountability.

Discussed in 1 Area

#5

Lack of educationally useful fiscal auditing and little clarity about criteria used for funding decisions hinder fiscal accountability.

Discussed in 2 Areas

#6

Lack of involvement and participation of parents and community members in school or system improvement results in ineffective accountability.

Discussed in 3 Areas

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What do data tell us about the importance of improving this area?

Existing Data

- Policy #2200, Comprehensive Assessment and Accountability System, was approved by the Board of Education in November 1995. The policy recognized the importance of establishing a Comprehensive Assessment and Accountability System (CAAS) in order to achieve systemwide improvement.

- The Board of Education approved the Department's attempts to introduce bills to secure funding from the State Legislature for CAAS implementation in the 1996 and 1997 legislative sessions.

- Initial development of a new teacher evaluation program was started in late 1997. It would replace the existing teacher evaluation program (Program for Assessing Teaching in Hawai'i or PATH). The Department of Education contracted with The Evaluation Center, Western Michigan University, to draft a plan.

- The Board of Education, in May 1998, approved adjustments to the Department's 1998-99 supplemental budget that provided approximately $840,000 for standards implementation in the schools and for initial revision of the statewide student assessment program. The adjustment recognized the importance of revamping the statewide student assessment program to align it with the Hawai'i Content and Performance Standards and to meet assessment requirements mandated by the federal Title I program.

Survey Data

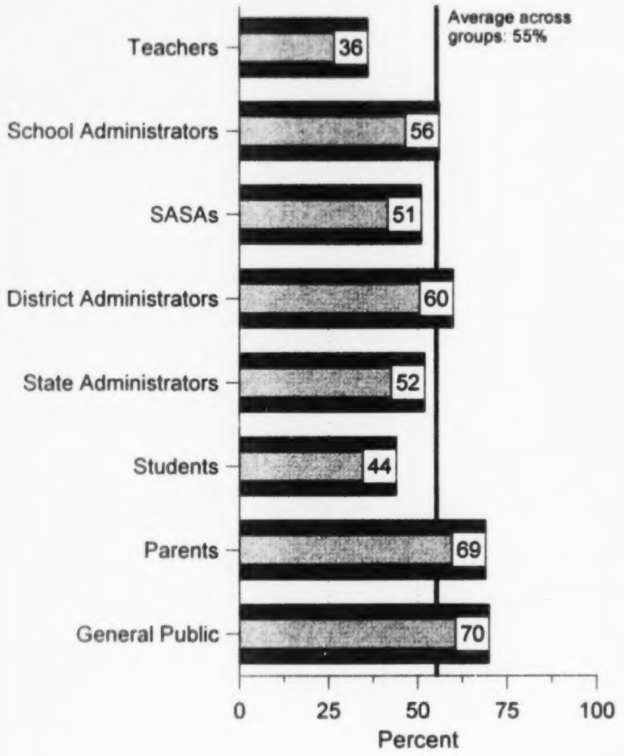
- Accountability did not rank high, with an average ranking of 10 out of the 12 improvement areas, among all stakeholder groups surveyed.

- Nonetheless, 50-60% of the school (56%), district (60%), and state (52%) administrators indicated that improving Accountability was "Very Important." Among teachers, the figure was 36%, their second lowest rating among the 12 areas.

- "Clarifying who is responsible for what and to whom ..." drew the highest ratings as a "Very Important" improvement need (range 51% to 74%) of the four specific Accountability questions on the staff surveys.

- "The use of student outcomes to evaluate the performance of schools, teachers, and Department staff?," perhaps not surprisingly, drew the lowest "Very Important" improvement ratings (range 19% to 44%) of the several accountability-related survey questions.

Accountability Area
"Very Important" Ratings by Group



- Students (like teachers) did not perceive Accountability as an area warranting improvement as much as most other areas. Nonetheless, 44% did indicate that improvement in this area was "Very Important."

- By contrast, parents (69%) and the general public (70%) perceived the need to improve accountability as somewhat higher in relative importance than did Department staff or students.

- Survey respondents provided a moderate number of open-ended comments about Accountability compared to the total number of comments given for all improvement areas. Of the total number of "mentions" content coded, moderate numbers of mentions of accountability related issues were made by teachers (12.7%), school administrators (10.5%), SASAs (18.2%), district/state administrators (17.3%), students (2.1%), parents (8.9%), and general public (12.3%). (See Appendix B, pages B-36 through B-39.) Respondent's comments confirmed and expanded upon the nature of Accountability issues probed through the fixed-response survey questions. Additional Accountability issues that emerged included, primarily, fiscal accountability and parental accountability.

Group and Individual Interview Data

- Accountability, i.e., having everyone know his/her responsibilities, take responsible actions for improvement, and accept consequences for his/her decisions and actions, was selected as one of the top three priority areas in need of improvement by 9 of the 22 groups: 2 of 3 parent groups, 2 of 5 school community groups, 1 of 4 teacher education groups, 2 of 4 business community groups, 1 of 2 DOE system level groups, and 1 of 1 professional education coalition.

- With two exceptions (1 school administration group and 1 DOE systems level group), all other groups discussed accountability problems, not only in Accountability discussions, but also in relation to other improvement areas. (Total: 20 of 22 groups)

- Altogether, Accountability problems were noted in 7 of the other 11 areas: Administration, Curriculum and Instruction, Funding, Policy and Rules, School Environment, Staffing, and Student Performance.

- Seven (7) of 8 agencies discussed Accountability: Department of Health, Department of Labor and Industrial Relations, Office of the Attorney General, Department of Accounting and General Services, Department of Human Services, Department of Budget and Finance, and Hawai'i Community Foundation.

What else should be considered?

- Statistical analysis of the survey results found two differences among and within stakeholder groups that may be important:

    - Teachers gave significantly lower "Very Important" ratings, 36%, to improving Accountability compared to other staff groups: School Administrators - 56%, SASAs - 51%, District Administrators - 60%, and State Administrators - 52%.

    - For the question about clarifying the authority and responsibility of SCBM councils, neighbor island school administrators gave significantly higher "Very Important" ratings, 65%, compared to their colleagues on Oahu, 53%. (For SASAs, the same geographic variation was clearly evident: Neighbor Island - 63%, Oahu - 42%.)

- While analysis of the interviews found that comments about Accountability emerged during discussions in seven other improvement areas, Accountability seems most closely related to three areas: Administration, Staffing, and Student Performance. Issues pertaining to clarifying the scope of administrators' duties, evaluating teacher performance, and improving the assessment of student learning are common examples for these three areas.

Accountability also occurred in conjunction with some issues involving Curriculum and Instruction (e.g., questions about program quality), Funding (e.g., fiscal accountability), Research and Development (e.g., outcome measures), and Policies and Rules (e.g., clarifying governance and authority relationships to support more accountable operations).

- The association of Accountability with other areas – especially Administration, Staffing, and Student Performance – appears to indicate that improving Accountability might likely "leverage" improvements in such related areas as well.

Where did we get this information?

- *Comprehensive Assessment and Accountability System Strategic Plan* (Department of Education; January 1997)
- *New Ways of Thinking about Education* (Civic Forum on Public Schools; May 1998)
- Surveys – Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls – Parents, General Public
- Interviews – Focus Groups, Individuals

Administration

ADMINISTRATION

Summary

Description of this area
How well Hawai'i's public school system is run, which includes:

- A clear vision and plan that promote coherence of effort among all concerned with public education;
- Sound decisions in a variety of areas, including student learning, adequate training for teachers and principals, how funds are allocated and how problems are addressed;
- Strategic planning and organizational climate of the Department;
- School improvement planning that supports better student learning;
- Support (e.g., training) for carrying out responsibilities decentralized to the schools;
- Professional development training for principals, teachers, and state and district staff.

Nature of the problem
Participants in the Comprehensive Needs Assessment provided over 2,400 comments along with 30 recorded interview discussions about public education in Hawai'i. These comments and discussions give us insight into the nature of the problems, issues, and concerns with our public school system. Analysis and synthesis of these comments and interview discussions suggest the following summary observations about the nature of the problems with Administration in the Department and schools:

#1 *Vision:* Lack of a vision, lack of broad-based communication of the vision, or lack of common understanding of the vision leads to fragmented and incoherent efforts throughout the system. Clear communication of the vision for our public education system and connection of the vision with system, district and school initiatives are needed.

#2 *Priorities:* Accommodation of too many special interest groups' agendas and little consensus about priorities undermine any vision, priorities, and decisive follow-through. To keep the BOE, DOE and schools focused on a vision linked to priorities and plans requires strong leadership at the top and throughout the system.

#3 *Instructional-Organizational Leadership:* New and unclear roles and responsibilities and an "employee-manager" view of administrators detract from and undermine school administrators' ability to function as instructional-organizational leaders. Collective bargaining agreements, decentralization, downsizing, changing expectations by society and school-community contributed to these new and unclear roles.

#4 *Coordination & Communication:* Lack of coordination and communication among state sections leads to excessive, often conflicting, and redundant demands on schools which dilute the schools' limited time and resources and detract from the schools' efforts to focus on curriculum planning, professional development and quality student outcomes.

#5 *Governance and Operational Decisions:* Lack of sound decisions regarding issues of autonomy-control, flexibility-uniformity, and central-local functions and services creates confusion and constraints within the school communities and within the central system.

Importance of improving this area

- **Why this area is important?**
  "Leadership, sound and informed educational decision-making, priorities and strategic plans connected to a vision which is communicated and agreed upon by key role groups, smooth day-to-day operations carried out by competent well-trained people" are only a few of the aspects that are involved in effective administration of a school and a school system. Although not directly connected to teaching so that students learn, effective administration directly supports and guides that teaching and learning.

- **Empirical findings**
  - Survey results for all DOE staff groups, taken together, ranked Administration 4th of the 12 areas in terms of importance to improve.
  - For public school students, this area ranked 6th.
  - The general public ranked improving Administration in the top three; our parents ranked it as 6th.
  - While only 4 of 22 interview groups selected Administration as among the top three priorities, 20 of 22 groups discussed problems and issues in Administration area as related to the other areas.
  - The group interviews noted administrative problems in 8 of the 12 areas.
  - Three of eight state/community agency representatives discussed concerns with Administration.

Relationship to other areas
Administrative problems and needs intersected with and cut across those in Accountability, Curriculum and Instruction, Funding, Research and Development, School and System Environment, Staffing, and Student Outcomes and Performance.

Summary interpretations
Administration as a problem area has multiple sides (i.e., vision, coordination, priorities, etc.), some of which may need to be addressed by all levels of the system (i.e., BOE, state office, district, complex, school), while others seem to apply more to one level than another. Clarity regarding which part of the problem should be addressed by whom would be critical for strategic planning.

- Administration emerged as highly related to problems in many of the other need areas, (Accountability, Administration, Curriculum and Instruction, Funding, Research and Development, School and System Environment, Staffing, and Student Outcomes and Performance, Assessment and Accountability). Effective improvement in this area may, therefore, have a positive ripple effect throughout the other areas.

- All DOE surveyed groups and almost all of the interviewed groups noted various aspects of Administration as highly problematic. Improving this area may therefore bring smiles to the faces of many. Of course, some people felt it is more important to improve this area than others, particularly those who are most directly knowledgeable about how a poorly run system affects so many other areas – especially our principals, SASAs, district, and state people.

ADMINISTRATION

How is this area described?

- The description used for the VoicePolls was: "In an effective administered school system, sound decisions are made in a variety of areas, including student learning, adequate training for teachers and principals, how funds are allocated and how problems are addressed."

- For the interviews, Administration was described as "How well Hawai'i's public school system is run," which includes a clear vision and plan that promote coherence of effort among all concerned with public education.

- The student survey description was "How well Hawai'i's public school system is run." For the DOE staff surveys, this statement was followed by specific aspects of administration: The Department's strategic planning; effective school plans which support student learning; state and district support, including training, for responsibilities that have been decentralized to the schools; training and professional development for school administrators, teachers and state/district staff; and the organizational climate of the Department.

Sources:
- ☐ Surveys: Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- ☐ VoicePolls: Parents, General Public
- ☐ Interviews: Focus Groups, Individuals

What is important background information for this area?

- 150 or 60% of our schools have implemented SCBM.
  [Source: *The Superintendent's Seventh Annual Report*, 1997]

- DOE is below the national average in percent of administrative staff.
  [Source: *The Superintendent's Seventh Annual Report*, 1997]

- Significant "downsizing" of state and district administrative and support personnel occurred in 1994 and 1995 to comply with state legislative requirements.
  [Source: *Budget and Omnibus Legislation*, 1993 and 1994]

- "Learning Support Centers" for each district/school complex were to be created. These Support Centers have never been developed or staffed. Currently each school complex has one educational specialist.
  [Source: *Budget and Omnibus Legislation*, 1993 and 1994]

What is the nature of the problem in this area?

Existing Data

- Administrators' observation of classroom instruction and provision of instructional feedback need to be improved. High schools and teachers (relative to parents, students, classified staff, and administrators) were least positive.
  [Source: *Effective Schools Survey*, 1997]

- Communicating a clear vision and changing the culture of the system to promote risk taking throughout the system, both of which are needed to support change, are lacking.
  [Source: *New Ways of Thinking about Education*, 1998]

- Meaningful involvement of parents and community in the school's change process is needed.
  [Source: *New Ways of Thinking about Education*, 1998]

- Better management of school facilities, such as establishing clear roles and responsibilities of administrators, head custodians, and other staff; better communication of these roles and responsibilities; more effectively scheduling facility usage; better planning and carrying out repair and maintenance; and better planning of school repair and maintenance budget and resource allocation, are needed.
  [Source: *School Head Custodian Networking Committee Conference*, 1998]

- Administrators who do not value teachers, have little follow through on student discipline problems, and have a micro-managing, controlling leadership style contribute to negative teacher morale.
  [Source: *Blue Ribbon Commission on Teacher Morale*, 1998]

Survey Comments

- **What are people saying about problems in this area?**

"Teachers need the time and training to be good teachers for our students. So many non-teaching duties and activities detract from our continually becoming more effective teachers."
Teacher

"Needs to be greater interaction between secondary and post-secondary institutions, the work place and businesses for better preparation of our students."
Teacher

"If the DOE, BOE, and other state agencies can work together, then and only then can teachers be allowed to really teach."
Teacher

"Get rid of principals who cannot lead and are not able to communicate with their faculties."
Teacher

"Priorities have to be made. DOE keeps adding thing to the school day which is already filled to capacity."

Teacher

"Need Quality Principals! With leadership and vison who are on campus and not at meetings or on frequent leave as at my school. Remove principals from unions-they serve the function of management."

Teacher

"Assistance to schools to handle the business /facilities responsibilities so that school administrators can really be instructional and curricular leaders and focus on school reform."

Principal

"Teacher evaluation is unimportant if there are virtually no means to remove incompetent teachers without literally years of documentation."

Principal

"Require the Department and BOE to be more aware of what's happening on the school level and therefore be more realistic and responsible in policy making."

Principal

"Allow principals to be truly instructional leaders. Presently, the DOE restructuring has made us plant managers – and not enough time to do even that. We are constantly being pulled away from school for 'training' in a multitude of responsibilities that do not affect or only marginally affect student learning – and our tasks in school keep us away from students and classrooms"

Principal

"Support of the Board of Education members. Sometimes, too often, I am embarrassed by the members non-knowledge of what is happening in our schools. They don't visit the schools; they make decisions based on the 'loudest voices.' They aren't aware of or understand the different programs at the schools. I always thought the Board function was to support our schools. I haven't had that feeling for decades."

Principal

"Reorganize so that principals can be instructional leaders and recognize and support that role."

Principal

"Eliminate the politics in the selection of administrators. Seems it's almost a waste of time to go to interviews for any administration position – there is usually someone already in mind for the job."

Principal

"It's a system's problem. The schools are bombarded with too many tasks, deadlines to manage."

Principal

"The BOE must stop reacting to special interest/personal concerns. Streamline what schools are responsible for – stop adding programs."

Principal

"Do more long term planning and eliminate all these constant changes due to lack of planning and rushing into decisions."

SASA

"The top management is out of touch with what is going on at the school level. It is very 'top down.'"

SASA

"Direct communication of changes to all pertinent staff and department members of Office of Business Services needs improvement."

SASA

"One effective way to ensure better qualified and caring teachers is to eliminate the union."

SASA

"There is too much waste – employees who simply use system/union to get a paycheck BUT are not effective employees. Effectiveness, efficiency & teamwork are needed to re-shape our public school."

SASA

"Inservice training is not important if teachers do not implement ideas learned but uses training as a steeping stone for reclassification."

SASA

"Give the principal the right to fire teachers who don't care about students. Teachers should be monitored more effectively."

SASA

"Administrators tell me they don't know who to call for any assistance or don't feel comfortable calling anyone. Are we an office to provide school support? We need to take a look at how 'business' is done to provide that assistance to schools and make it happen."

District Staff

"We need a Department unified in the mission of Hawai'i's schools and a plan for improvement."

State Staff

"A superintendent must be able to articulate goals and priorities and have the ability to develop good will and support of the Board, Legislature, and Governor."

State Staff

"Placement of key state and district personnel into positions based on training, experience and qualification for the position – should not based on either 'no other person applied for the position' or on 'being a YES person.' Renegotiate with the union to allow active recruitment for these positions outside the DOE is sorely needed."

State Staff

"Examine the current principal training program – current 'trainers' (often retired old time principals) may not be the best individuals for this program because they have been too long out of touch with the current school situation, demands, and skills needed in principals."

State Staff

"Set priorities and let go of some programs; right now we are besieged by so many initiatives and agenda that compete for attention, energy, and other resources in an already downsized department. We need common goals and vision coupled with a strategic plan."

State Staff

"The Board of Education must focus clearly on a limited number of priorities for school improvement and to direct their energies and attention on those priorities."

State Staff

"Teachers and administrators need to be a team."

Student

"The governor and others, instead of just SAYING how important education is for Hawai'i's youth, start SHOWING it!"

Student

Group and Individual Interview Comments:

- **What are people saying about problems in this area?**

"Nothing fits together! We're going in too many directions, so we don't know where we're going or if we got there."

Principal

"Our plate is piled high and overflowing. Nothing ever gets taken off and more just gets added to it!"

Principal

"Too often DOE leadership capitulates when it really needs to hang tough."

State Agency Representative

"How can principals give teachers the support they need when they have to spend so much of their time on just keeping the place open and doing paper-work?!"

School Community

"Let's avoid educational fads and trends and get on with the sound, solid stuff and then STICK to it."

School Community member

"SCBM is a wonderful philosophy, but it only effective in schools with administrative support. We must allow our communities to improve their schools."

Parent

"We need a state system with strong, effective leadership – clean, focused vision, unified goals."

System Level staff

"The one single most important thing is to prioritize the spending of DOE's limited resources."

School Community member

"Everything we do has to be with STUDENTS and LEARNING as the focus! No more appeasing legislators or just doing cosmetic things that have nothing to do with learning!"

Professional Educational Coalition member

Summary Observations: Over all the surveys and interviews, what are people saying about the problems in this area?

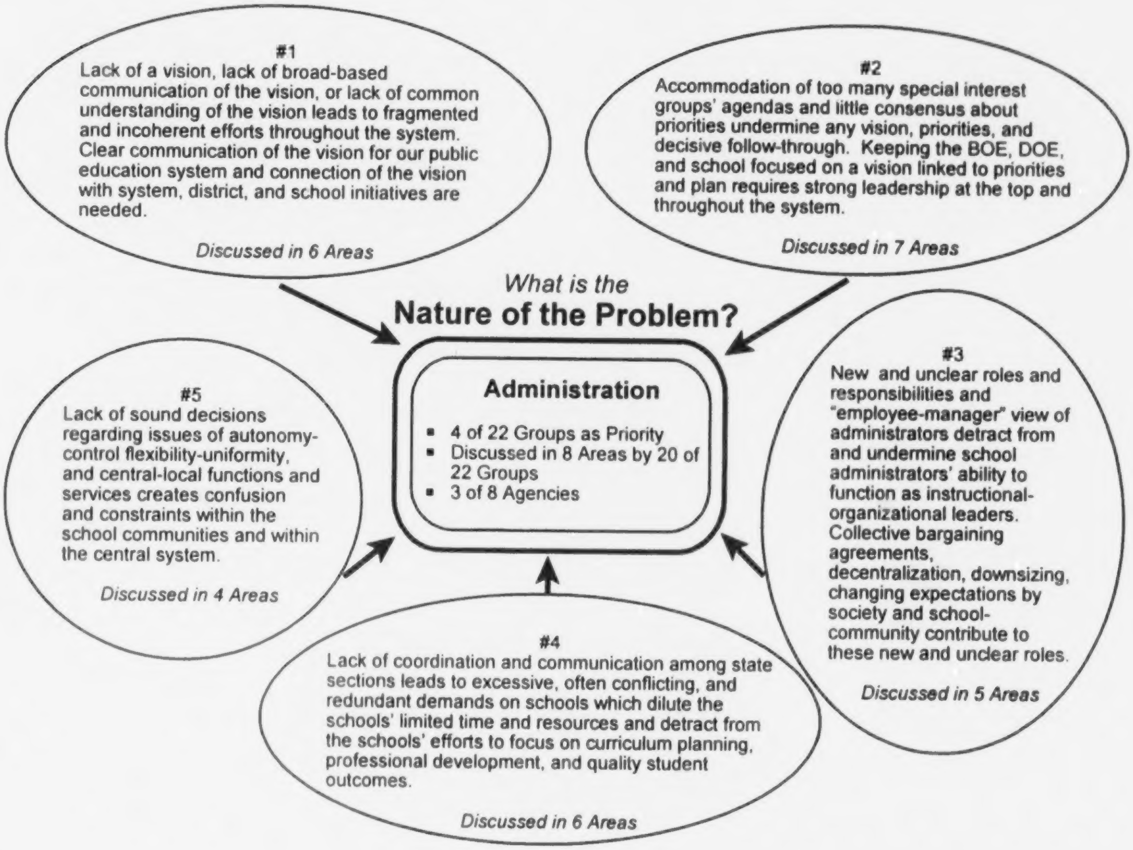
#1 *Vision:* Lack of a vision, lack of broad-based communication of the vision, or lack of common understanding of the vision leads to fragmented and incoherent efforts throughout the system. Clear communication of the vision for our public education system and connection of the vision with system, district and school initiatives are needed.

#2 *Priorities:* Accommodation of too many special interest groups' agendas and little consensus about priorities undermine any vision, priorities, and decisive follow-through. Keeping the BOE, DOE, and schools focused on a vision linked to priorities and plans requires strong leadership at the top and throughout the system.

#3 *Instructional-Organizational Leadership:* New and unclear roles and responsibilities and an "employee-manager" view of administrators detract from and undermine school administrators' ability to function as instructional-organizational leaders. Collective bargaining agreements, decentralization, downsizing, and changing expectations by society and school-community contribute to these new and unclear roles.

#4 *Coordination & Communication:* Lack of coordination and communication among state sections leads to excessive, often conflicting, and redundant demands on schools which dilute the schools' limited time and resources and detract from the schools' efforts to focus on curriculum planning, professional development and quality student outcomes.

#5 *Governance and Operational Decisions:* Lack of sound decisions regarding issues of autonomy-control, flexibility-uniformity, and central-local functions and services creates confusion and constraints within the school communities and within the central system.



What is the

Nature of the Problem?

Administration

- 4 of 22 Groups as Priority
- Discussed in 8 Areas by 20 of 22 Groups
- 3 of 8 Agencies

#1

Lack of a vision, lack of broad-based communication of the vision, or lack of common understanding of the vision leads to fragmented and incoherent efforts throughout the system. Clear communication of the vision for our public education system and connection of the vision with system, district, and school initiatives are needed.

Discussed in 6 Areas

#2

Accommodation of too many special interest groups' agendas and little consensus about priorities undermine any vision, priorities, and decisive follow-through. Keeping the BOE, DOE, and school focused on a vision linked to priorities and plan requires strong leadership at the top and throughout the system.

Discussed in 7 Areas

#3

New and unclear roles and responsibilities and "employee-manager" view of administrators detract from and undermine school administrators' ability to function as instructional-organizational leaders. Collective bargaining agreements, decentralization, downsizing, changing expectations by society and school-community contribute to these new and unclear roles.

Discussed in 5 Areas

#4

Lack of coordination and communication among state sections leads to excessive, often conflicting, and redundant demands on schools which dilute the schools' limited time and resources and detract from the schools' efforts to focus on curriculum planning, professional development, and quality student outcomes.

Discussed in 6 Areas

#5

Lack of sound decisions regarding issues of autonomy-control flexibility-uniformity, and central-local functions and services creates confusion and constraints within the school communities and within the central system.

Discussed in 4 Areas

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What do data tell us about the importance of improving this area?

Existing Data

- Instructional leadership of the principal is rated low relative to five other effective school areas by teachers, parents, students, and custodial staff. High schools are least positive.
  [Source: *Effective Schools Survey*, 1997]

- Not allocating or using funds properly by all governmental parties involved with education is seen as part of the number one problem facing our public schools by both the general public and public school parents.
  [Source: *Hawai'i Opinion Poll on Public Education*, 1998]

- There was no change from 1991 to 1994 in the percent of Hawai'i public schools in which lack of parent involvement was seen as a serious problem and no change in the influence that the PTSA has on establishing curriculum, hiring teachers, or setting discipline policy.
  [Source: *National Educational Goals Panel*, 1997]

- Ineffective administrative support of teachers was one major reason for negative teacher morale.
  [Source: *Blue Ribbon Commission on Teacher Morale*, 1998]

Survey Data

- Over all DOE groups, Administration area ranked 4th of 12 in terms of being very important to improve.

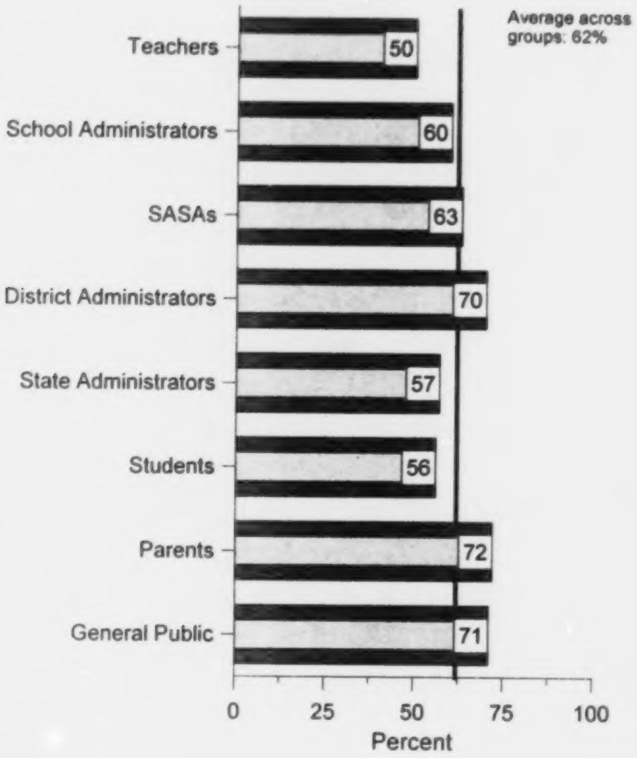
- Over all 4 survey items for DOE groups, Administration ranked 8th for teachers (50%), 6th for principals (60%), 5th for SASAs (63%), 3rd for district staff (70%), and 2nd for state staff (57%) in terms of importance to improve.

- How well Hawai'i public school system is run was rated as "Very Important" to improve by 54% of the students, placing Administration as 6th out of 12 areas for students.

- Sound decision making by state, district, and school administrators in a variety of areas, such as student learning, adequate training for teachers and principals, how funds are allocated and how problems are addressed, was within the top 3 areas for improvement by the general public (71% rated as "Very Important" to Improve") and was 6th of 12 areas for parents (72% rated it as "Very Important" to improve).

Administration Area

"Very Important" Ratings by Group



- Fifty percent (50%) or more of all DOE surveyed groups rated the following administration areas as "Very Important" to improve:
  - ▫ School plans that better support student learning;
  - ▫ State and district support, which includes training, for responsibilities that have been decentralized to the school;
  - ▫ Training and professional development for school administrators, teachers, and state/district staff.
- Fifty percent (50%) or more of SASAs, district staff, and state staff, but less than half the teachers and principals rated strategic planning by the Department as "Very Important" to improve.

- Fifty percent (50%) or more of SASAs, district staff, and state staff, but less than half the teachers and principals rated organizational climate of the Department as "Very Important" to improve.

Group and Individual Interview Data

- Administration, i.e., how well Hawai'i's public school system is run, including a clear vision and plan that promote coherence of effort among all concerned with public education, was selected as 1 of the top 3 priority areas for improvement by 1 Community-business group, 2 principal groups, and 1 DOE state systems level group. (Total: 4 of the 22 groups)

- With 2 exceptions (i.e., a teacher education group and a school-community group), all other groups discussed administration problems not only in Administration but also in other areas, particularly how problems in Administration affect other areas of education. (Total: 20 of 22 groups)

- Altogether, administrative problems were noted in 7 other areas: Accountability, Curriculum and Instruction, Funding, Research and Development, School and System Environment, Staffing, Student Outcomes and Performance, and Assessment and Accountability.

- Three of 8 Agency individuals discussed problems with administration: Hawai'i Association of Independent Schools, Hawai'i Community Foundations, and Attorney General's Office.

What else should be considered?

- Administration as a problem area has multiple sides (i.e., vision, coordination, priorities, etc.), some of which may need to be addressed by all levels of the system (i.e., BOE, central DOE, district, complex, school), while others seem to apply more to one level than another. Clarity regarding which part of the problem should be addressed by whom would be critical for strategic planning.

- Administration emerged as highly related to problems in many of the other need areas, (accountability, administration, curriculum and instruction, funding and resources, research and development, school and system environment, staff, and student performance, assessment and evaluation). Effective improvement in this area may, therefore, have a positive ripple effect throughout the other areas.

- All DOE surveyed groups and almost all of the interviewed groups noted various aspects of this area as highly problematic. Improving this area may therefore bring smiles to the faces of many. Of course, some people felt it is more important to improve this area than others, particularly those who are most directly knowledgeable about how a poorly run system affects so many other areas, our principals, districts, and state people.

Where did we get this information?

- *Blue Ribbon Commission on Teacher Morale, Preliminary Report* (State of Hawai'i; Fall 1998)
- *Effective Schools Survey Report, Cycle 2: 1995-1997* (Department of Education; September 1997)
- *Hawai'i Opinion Poll on Public Education, 1998* (Department of Education; September 1998)
- *Legislative Budget and Omnibus bill* (1993 and 1994)
- *National Educational Goals Panel 1997* http://www.negp.gov.gov State Scorecards
- *New Ways of Thinking About Education* (Civic Forum on Public Schools; May 1998)
- *School Head Custodian Networking Committee Conference*, Honolulu, HI (May 1998)
- *The Superintendent's Seventh Annual Report on School Performance and Improvement in Hawai'i: 1996* (Department of Education; May 1997)
- Surveys – Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls – Parents, General Public
- Interviews – Focus Groups, Individuals

Communication

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COMMUNICATION

Summary

Description of this area
Communication involves the clear, open exchange of information among the DOE leadership, the schools, parents, the general public, and the legislature.

Nature of the problem
Participants in the Comprehensive Needs Assessment provided over 2,400 comments along with 30 recorded interview discussions about public education in Hawai'i. These comments and discussions give us insight into the nature of the problems, issues, and concerns with our public school system. Analysis and synthesis of these comments and interview discussions suggest the following summary observations about the nature of the problems with Communication in the Department and schools:

#1 Lack of clear and consistent communication of a vision for public education, as well as the initiatives being implemented, results in a lack of understanding and lack of widespread support for public education. The communication system needs to include clear and consistent communication about (1) the desired student standards and outcomes; (2) plans to achieve the standards and outcomes; and (3) information/data about student or system performance.

#2 Lack of open, honest, and respectful dialogue among participants in the public education system (including communication among BOE members, within the Department and among the Department, its constituents, and the larger community) results in a contentious and disaffected public, further reducing public support.

Importance of improving this area

- **Why is this area important?**
  Communication is important because of its role in getting input from all interested parties, keeping them aware of what is going on in the Department and the schools, and building support for the public education.

- **Empirical findings**
  - According to survey data, Communication was rated as "Very Important" by 71% of the general public.
  - According to survey data, 77% of parents rated Communication "Very Important," compared to 66% of educators.

Relationship to other areas

Communication was related to other areas as follows:

- To have *Accountability*, there needs to be better *Communication* of roles, responsibilities, expectations, action and results.

- To have effective *Administration*, there needs to be better *Communication* of goals, priorities and action being taken.

- To have a caring, nurturing *School and System Environment*, there needs to be open, honest two-way *Communication* throughout the system.

Summary interpretations

- Two-way communication between parents and schools is needed to sustain and increase parent involvement in schools.

- Educators, especially principals, may need greater awareness of the importance of effective communication, as well as training, to become better communicators.

- Confidence in the public schools might be increased if steps were taken to help the public:
    - Understand the vision for public education and the initiatives underway to support that vision; and
    - Gain a more accurate perception of test scores.

COMMUNICATION

How is this area described?

- The description provided in the VoicePolls was as follows: "A school system with open and clear communication shares information about all aspects of schooling, including school policy, how money is spent and what students are learning. How important is it to improve communication among schools, parents, and the public in the Hawai'i public school system?"

- For the interviews, communication was defined as "making sure the information among schools, parents, the school system, and the public is open and clear."

- The written surveys for students and department staff described communication as "making sure the exchange of information among schools, parents, and the public is open and clear."

- Specific aspects of communication were included in questions on the surveys of department staff. These questions involved:
    - the importance of improving communication among the Department of Education and schools, parents, and the general public;
    - communication about the goals, accomplishments and shortcomings of the public schools; and
    - advocacy of the Department and Board on behalf of public school children.

Sources:
- Surveys: Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls: Parents, General Public
- Interviews: Focus Groups, Individuals

What is important background information in this area?

- At the end of 1995-96, approximately 150 schools were involved in school-community based management (SCBM). In comparison to traditional forms of school governance, SCBM increases the need for communication among all parties involved.
  [Source: *Superintendent's Seventh Annual Report*, 1997]

What is the nature of problem in this area?

Existing Data

- SCBM, which increases parent involvement in the schools, creates a need for more effective communication.
- Principals, seen as key figures in SCBM, are not generally perceived to be effective communicators.
- Parents value the opportunity to give feedback about their children's schools and evidently do not have many chances to provide such feedback. Hawai'i has made no progress on National Education Goal 8, which involves increasing parental involvement in schools.
- There is a need for "leadership that supports change by communicating a clear strategic vision." The general public doesn't know the vision or the initiatives currently underway.
- The public has an inaccurate perception of the achievement of public school students. The public believes test scores to be far below average, when they are actually about average for the nation. Such a negative view undermines the public's confidence in the public schools.

Survey Comments

- **What are people saying about problems in this area?**

"Family – get families more involved in school program. More parent support of school system."
Teacher

"Demonstrate appreciation of the classroom teachers by ... listening attentively to their concerns and ideas ... making them a part of the decision making process."
Teacher

"A state public relations effort to highlight the positive things going on in schools presently – right now that effort is NIL!"
School Administrator

"Need more effective communication from state, district to schools; timely and accurate."
School Administrator

"I speak highly of the teachers (most) who have tried their best in our schools. The media appears to always communicate more negative, sensational news re: education and the school system. Can the DOE and the HSTA work on communicating the positive items that daily occur at our schools?"
School Administrator

"The top management is out of touch with what is going on at the school level. Decisions are still made with no concern for the schools' SCBM process or ideas."
SASA

"Communication with general public is sorely lacking re programs, hiring practices for jobs within the schools. State and District Offices are telling the callers to call the school individually for information which leads to poor public service image. I hope that we can ALL receive the same information so the three levels can disseminate the info to anyone who is interested."

SASA

"More 'open,' non-threatening communication between district level and school level personnel needs to be implemented. Communication is the key to resolving many problems and facilitates a healthier working atmosphere for everyone, and I truly believe effective communication and follow-through starts at the very top and, if successful, will filter down and ultimately benefit all our students."

SASA

"A concerted public relations effort and marketing campaign to inform parents and the community about the "why's" of the new initiatives so they will understand what educators are trying to do, and be more supportive of the educators and schools."

District Administrator

"A superintendent's weekly address on radio and television would show responsibility for accountability is assumed and communicated. Community feels out of touch with Department."

District Administrator

"Provide clear direction, improve communication to all parties that have a vested interest in education, get the funds and resources required, monitor and evaluate our efforts, and above all improve student achievement."

State Administrator

"More effective communication and collaborative planning within and between branches at the state level."

State Administrator

"...inability of the DOE staff to communicate with outside agencies due to the staff's lack of basic knowledge (such as the statutory requirements of Chapter 37 of the Hawai'i Revised Statutes, Executive Memorandum 98-04, and the operational needs of the State Legislature)"

State Administrator

"I believe that informing students and parents about what a child will need to learn to succeed in the future world will greatly improve Hawaii's students. Many students in public schools think simply of graduating from the 12th grade, while they should be thinking of what college is the right one for them."

Student

"What SHOULD be done, I think, are serious talks with the students and their parents so that they know what they should be learning in school. No more stupid infomercials, motivational videos, etc. They only get us feeling more irritated at the idea of education."

Student

"Communication and staffing would have the greatest impact on improving the school system. Most times students feel as if they don't have a say in things and parents don't feel they are a part of the school unless buying fund-raising tickets."

Student

Group and Individual Interview Comments

- **What are people saying about problems in this area?**

"Why is DOE communication so reactive? Communication happens after the problem, instead of trying to prevent problems."

Parent

"If we all know what the vision is and what page we are on, then we won't feel so isolated and we can work together as a team."

System Staff

"Teachers wait until a child is failing or is in trouble before they call a parent."

Parent

"Everything we do will only happen when parents understand and care. But we can't understand and care when we don't have the information."

Parent

"The school system does a poor job of explaining Stanford test scores so that parents and the community understand them and what they mean."

Higher Educator

"It just seems like the DOE feels threatened by parents and community people or those who might have different ideas about how to solve our problems. There is no two-way communication and so the problems never get solved."

Parent

Summary Observations: Over all the surveys and interviews, what are people saying about problems in this area?

#1 Lack of clear and consistent communication of a vision for public education, as well as the initiatives being implemented, results in a lack of understanding and lack of widespread support for public education. The communication system needs to include clear and consistent communication about (1) the desired student standards and outcomes; (2) plans to achieve the standards and outcomes; and (3) information/data about student or system performance.

#2 Lack of open, honest and respectful dialogue among participants in the public education system (including communication among BOE members, within the Department and among the Department, its constituents, and the larger community), results in a contentious and disaffected public, further reducing public support.

What is the
Nature of the Problem?

Communication

- 3 of 22 Groups as Priority
- Discussed in 5 Areas by 11 of 22 Groups
- 0 of 8 Agencies

#1
Lack of clear and consistent communication of a vision for public education, as well as the initiatives which support the vision, results in a lack of understanding and lack of widespread support for public education. The communication system needs to be clear and consistent about (1) the desired student standards and outcomes; (2) plans to achieve the standards and outcomes; and (3) information/data about student and system performance.

Discussed in 4 Areas

#2
Lack of open, honest, and respectful dialogue among participants in the public education system (including communication among BOE members, within the Department, and among the Department, its constituents, and the larger community), results in a contentious and disaffected public, further reducing public support.

Discussed in 2 Areas

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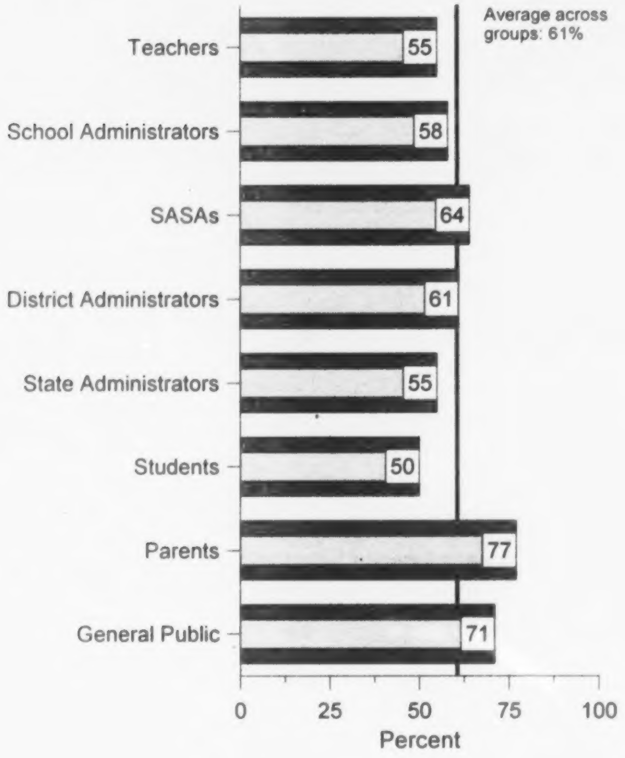
What do data tell us about the importance of improving this area?

Survey Data

- Seventy-one percent (71%) of the general public rated improving Communication "Very Important." Communication was tied with two other topics for third in importance.

- Communication is seen as somewhat more important by parents (77%) than by educators (66%).



Communication Area

"Very Important" Ratings by Group

Group and Individual Interview Data

- Three of 22 groups selected Communication as a priority for discussion: 1 of 5 school community groups; 1 of 4 teacher education groups; and 1 of 1 higher education group.

- A total of 11 of 22 groups discussed issues relating to Communication:

3 of 3 parent groups; 3 of 5 school community groups; 1 of 4 teacher education group; 2 of 2 school administrator groups; 1 of 2 system level group; and 1 of 1 professional education coalition.

- Communication issues were noted in 4 other improvement areas: Accountability, Administration, Funding, and School and System Environment.
- None of the eight agencies discussed issues relating to Communication.

What else should be considered?

- Communication was ranked 7th of the 12 topic areas in terms of importance as a need. However, focus group interview data revealed that concerns about Communication were most often embedded in 3 other areas: Accountability, Administration, and School and System Environment.
- Parents, school communities, and the general public tended to rank Communication more important as an area than other role groups.
- Consideration should be given to how the BOE communicates results of the Comprehensive Needs Assessment, selected priority areas, and action plans to meet priority needs.

Where did we get this information?

- *Effective Schools Survey Report, Cycle 2: 1995-1997* (Department of Education; September 1997)
- *National Educational Goals Panel 1997* http://www.negp.gov.gov State Scorecards
- *New Ways of Thinking about Education* (Civic Forum on Public Schools; May 1998)
- *SAT-8 Results* (Spring 1992-98)
- *The Superintendent's Seventh Annual Report on School Performance and Improvement in Hawai'i: 1996* (Department of Education; May 1997)
- Surveys – Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls – General Public, Parents
- Interviews – Focus Groups, Individuals

Curriculum and Instruction

CURRICULUM AND INSTRUCTION

Summary

Description of this area
Having materials, equipment and courses available to all students, including:

- competent and caring teachers;
- coherent, comprehensive, standards-based curriculum;
- equitable access for families and students to high quality education; and
- high quality instruction based on information about how well students are learning.

Nature of the problem
Participants in the Comprehensive Needs Assessment provided over 2,400 comments along with 30 recorded interview discussions about public education in Hawai'i. These comments and discussions give us insight into the nature of the problems, issues, and concerns with our public school system. Analysis and synthesis of these comments and interview discussions suggest the following summary observations about the nature of the problems with Curriculum and Instruction in the Department and schools:

#1 *Outdated, Repetitive, Inconsistent Curriculum:* School curriculum is not relevant, challenging, or aligned with the Hawai'i Content and Performance Standards or national standards. It is often repetitive across grade levels (i.e., curriculum repeats in multiple grade levels); inconsistent from school to school; and less rigorous than in other states.

#2 *Poor Communication:* Lack of sharing about school and classroom curriculum by principals and teachers results in a lack of parent support for their children's learning and education.

#3 *Low Learning Expectations:* Lack of high expectations for student learning by teachers, administrators, and parents results in low student achievement. Students are allowed to "slide" and do less than exemplary work.

#4 *Fragmented, Thin, Narrow Curriculum:* Atomistic and fragmented curriculum; "breadth over depth" curriculum; "overcrowded" curriculum (i.e., too many required subjects); or narrow curriculum (i.e., core areas not taught) results in less than meaningful, relevant, or challenging learning.

#5 *Limited Instructional Practices:* Lack of instructional practices that meet the diverse needs and learning styles of students results in students "falling through the cracks;"

84

increased number of at-risk students; students who are not engaged in learning; and low student achievement.

#6 *Compliance:* Instructional practices that focus on compliance and classroom discipline rather than learning result in a lack of student curiosity, inquiry, and problem solving.

Importance of improving this area

- **Why is this area important?**
  Curriculum and instruction, when informed by valid assessments of learning and tied to performance expectations, organize the learning experiences of our students. This area directly affects the depth and breadth of student learning. It is what happens everyday between teachers and students in the classroom.

- **Empirical findings**
  - Among all Department staff groups surveyed, Curriculum and Instruction ranked very high (tied with school environment as the top 2 out of 12) as an area to improve.
  - For public school students, this area ranked in the top three.
  - Public school parents considered this area among the top three in need of improvement.
  - For the general public, Curriculum and Instruction was the number one area that should be targeted for improvement.
  - Sixteen (16) of the 22 groups interviewed selected Curriculum and Instruction as one of the top three priority areas for improvement.
  - One (1) of 8 individual representatives of state/community agencies discussed problems in this area.

Relationship to other areas

The relationship of Curriculum and Instruction with the Hawai‘i Content and Performance Standards is supported by survey data which ranks very high the need for a "coherent, comprehensive, standards-based curriculum in all schools." Curriculum and Instruction was intimately tied to discussions concerned with problems and issues in the areas of Accountability and School and System Environment.

Summary interpretations

- Curriculum and Instruction, relative to the other areas, is seen as one of the top two areas that is most critical to improve.

- All role groups considered Curriculum and Instruction an area of high improvement need, although teachers tended to see this area less important than other role groups. There was a similar finding in the area of Standards (HCPS) Implementation.

- The relationship of Curriculum and Instruction with Standards (HCPS) Implementation underscores the critical need for staff development to ensure implementation of standards-based curriculum and instruction.

- Action plans regarding Curriculum and Instruction, Standards (HCPS) Implementation, Accountability, and Staffing (e.g., assisting teachers to know how to use the standards for instructional planning, assessment) need to reflect the interrelationships between and among these areas, that is, a single comprehensive action plan makes sense.

- "Instruction based on information about how well students are learning" ranked very low as a Curriculum and Instruction need. Further study about the extent to which evidence-based instruction is valued and/or occurring in schools would be helpful.

CURRICULUM AND INSTRUCTION

How is this area described?

- The description for the VoicePoll was: "In an effective school system, curriculum and instruction provide knowledge and skills that students need to reach current educational standards and to be successful in the workplace and post secondary education."

- For the interviews, Curriculum and Instruction was described as "Having materials, equipment and courses available to all students and having all students taught by competent and caring teachers so that all students achieve Hawai'i Content and Performance Standards."

- The student survey description was "Having what students should learn available to all and taught well." For the DOE staff survey, this statement was followed by specific aspects of curriculum and instruction:
  - Having a coherent, comprehensive, standards-based curriculum in all schools;
  - Equitable access for families and students to high quality education in all schools; and
  - Instruction based on information about how well students are learning.

Sources:
- Surveys: Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls: Parents, General Public
- Interviews: Focus Groups, Individuals

What is important background information in this area?

- Board policy (#2015) for the Hawai'i Content and Performance Standards, adopted in October 1995, states that: "Schools shall articulate and align their curricula – by grade level, subject area, courses, and/or other appropriate units – with the Hawai'i Content and Performance Standards of the Department of Education. The school's articulated curricula shall be shared with parents and students with the intent of involving parents/guardians as partners in the education of their children." The policy further specifies that: "The Department of Education's publications, entitled *Essential Content* and *Student Outcomes for the Foundation Program*, shall be used as supplements to the Hawai'i Content and Performance Standards."

- The Hawai'i public schools, collectively as a unitary "district," has no single statewide mandated curriculum. Prior to the adoption of the Hawai'i Content and Performance

Standards, the publications noted in the HCPS policy served as the Department's overall guides or frameworks for curriculum in the schools.

What is the nature of the problem in this area?

Existing Data

- The need for "providing technology opportunities for every student in relevant and appropriate classroom activities that are integrated into curriculum projects (not as a separate topic or area)" was noted in the Goals 2000 conference survey by a number of participants (8 of 158 comments).
  [Source: *Hawai'i Education 2000 Conference Survey*, 1998]

- Curriculum and Instruction need to be "connected to the real world, project based, discovery-based and integrative."
  [Source: *New Ways of Thinking about Education*, 1998]

- Teaching conditions need to change if we are going to improve curriculum and instruction.
  [Source: *New Ways of Thinking about Education*, 1998]

Survey Comments

- **What are people saying about problems in this area?**

"Set performance standards so that there is consistency in every school and every grade."
Teacher

"Ensure that principals do not assign teachers to teach classes outside their areas of certification."
Teacher

"What are our student outcomes? SAT?? If so, the evaluation of school performance will be skewed. Criterion referenced tests, portfolios, and other evaluation tools need to be used."
Teacher

"Bring back art and music. These classes are important in developing a well-rounded student."
Teacher

"Have cutting edge technology experts train teachers and students in the classroom use of technology to improve student learning."
Teacher

"All teachers should know what their students need to learn. The current performance standards are not clear."
Teacher

"If we expect students to learn, we need to provide them with the tools to learn – up-to-date books and equipment."
Teacher

"Having a coherent, comprehensive standards-based curriculum in all schools requires adequate training on 'how to use' the standards."

Principal

"Every school needs to have a curriculum that is aligned with the standards with well-defined benchmarks. There needs to be a regular assessment system to determine if each student is meeting the benchmarks and schools need to adjust instruction so that every child is able to reach these benchmarks."

Principal

"Make it clear that knowledge and thinking are paramount. Too many administrators have been misled to think 'feel good,' self-esteem, and positive climate are the major goals, not achievement."

Teacher

"A strong assessment system based on the acquisition of a manageable number of definitive standards that have been accepted by the teacher as representative of their research-based high expectations regarding what is important for them to teach and for students to learn."

Teacher

"A need to evaluate and change the higher education program to better prepare our teachers in educating today's children."

SASA

"Teachers need a clear understanding of what is to be taught. Teachers need to be driven by the standards and assessments determining student achievement."

SASA

"The greatest impact we can make is what happens in the classroom. All role groups need to understand that the most critical point in having students achieve is what happens for and with the learner. The challenge is getting the teachers to actually implement the practices or be open to see how instructional practices impact on learning."

SASA

"Having more books for students so that we can take them home and study as well as working in them in class."

Student

"I think it would be nice to have up-to-date and complete textbooks and other materials in the teachers' hands. I really don't think it's fair that teachers have to spend their own money on helping us learn."

Student

"The students deserve all of their teachers to be capable and well trained and there should be enough materials and resources which are up-to-date."

Student

"The best change would be new teaching methods. Don't make learning and class boring – teach us things using a new approach instead of boring us to death."

Student

"I think classes should be more interactive, rather than just doing work straight out of the book."

Student

"Teachers should be aware that the grade they give a student can affect that students whole life. Some teacher say if you don't understand it MY WAY, then learn it yourself. Aren't the teachers here to teach us?"

Student

Group and Individual Interview Comments

- **What are people saying about problems in this area?**

"Our kids need more, can do more, can learn more! Our expectations are too low, especially in schools with tracking. Must be left over from our 'plantation economy.'"

Teacher Educator

"It gets boring learning just out of books. Hands-on activities make learning more fun."

Elementary Student

"Children need to be taught at a level appropriate to their development. It's quite inappropriate for a whole class of fourth grade children to be doing the same page of the same math book. Children who fail just keep on failing."

Parent

"Inappropriate expectations for young children, especially in our Kindergartens, are egregious and harmful. Sitting in straight rows, with no movement and no talking is not the way they learn best."

Teacher Educator

"Our classroom curriculum is so 'atomistic.' If kids do study, it's simply for a grade, and then quickly forgotten. This kind of curriculum has no meaning for kids. They see no purpose in learning a bunch of teeny, tiny details!"

Teacher Educator

"Too many teachers wait until a child is failing before they talk with parents about how they can help."

Student Teacher

"We need to take a look at our 'regular' curriculum programs. Too many kids are becoming alienated, and our alternative programs are growing."

Principal

"Children are expected to all learn in the same old way. This ignores research of the past 15 years!"

Parent

"Need to reignite the fire in teachers about what kids CAN DO! Philosophically and politically, teachers should look for the highest common denominator, not the lowest."

Community Person

"I never saw worksheets until I came to the United States! Do American teachers know only one way to teach?"

Parent

"There is so little joy in learning in our schools. Can't there be incentives to integrate the curriculum so that kids can get turned on to learning?"

Community Person

"Encourage teachers to have higher standards for their students. Model it. Show them how to do it. Provide support for it. Save the children by saving the teachers."

Liberal Arts Faculty

"Schools are floundering with content and curriculum. So much freedom is allowed – no consistency in the system!"

Parent

"There has to be a marriage between curriculum and authentic assessment. When there is meaningful and measurable curricula, students will perform better."

Administrator

"We need to look at how we assess for improving instruction."

Educational Specialist

"Take a close pragmatic look at what is being taught in our schools to determine if it is still relevant. The world is rapidly changing and educators must be aware and adjust."

Business Community

"Prepare our kids for the real world – whether it's employment or college. Often students don't see the relevance in what they're learning in school and how it would relate to their lives and future – life skills, people skills. Make the curriculum more meaningful to the students."

Business Community

"Need clear expectations of standards so that we stop 'dumbing down' our curriculum."

Student Teacher

"We will never move forward as a school system as long as our curriculum and instruction is driven by norm referenced standardized tests."

Community Member

"From what I've seen and experienced, parents and others members of the community don't really know what's being taught in school."

Student Teacher

"Curriculum is too often based on books rather than standards."

Student Teacher

"Our curriculum is a mile wide and an inch deep!"

Teacher Educator

"Often, in the delivery of material, the child gets lost. Too much teaching is done in the traditional university lecturing style. If the child doesn't get the content, too bad. Teachers simply move on to the next lecture point."

Teacher Educator

"We must improve the quality of the curriculum being taught and how it is being taught in schools. Some students just go through the motions of learning, but in reality, have no idea of what the teacher is really trying to teach."

School Community Member

Summary Observations: Overall the surveys and interviews, what are people saying about problems in this area?

#1 *Outdated, Repetitive, Inconsistent Curriculum:* School curriculum is not relevant, challenging, or aligned with the Hawai'i Content and Performance Standards or national standards. It is often repetitive across grade levels (i.e., curriculum repeats in multiple grade levels); inconsistent from school to school; and less rigorous than in other states.

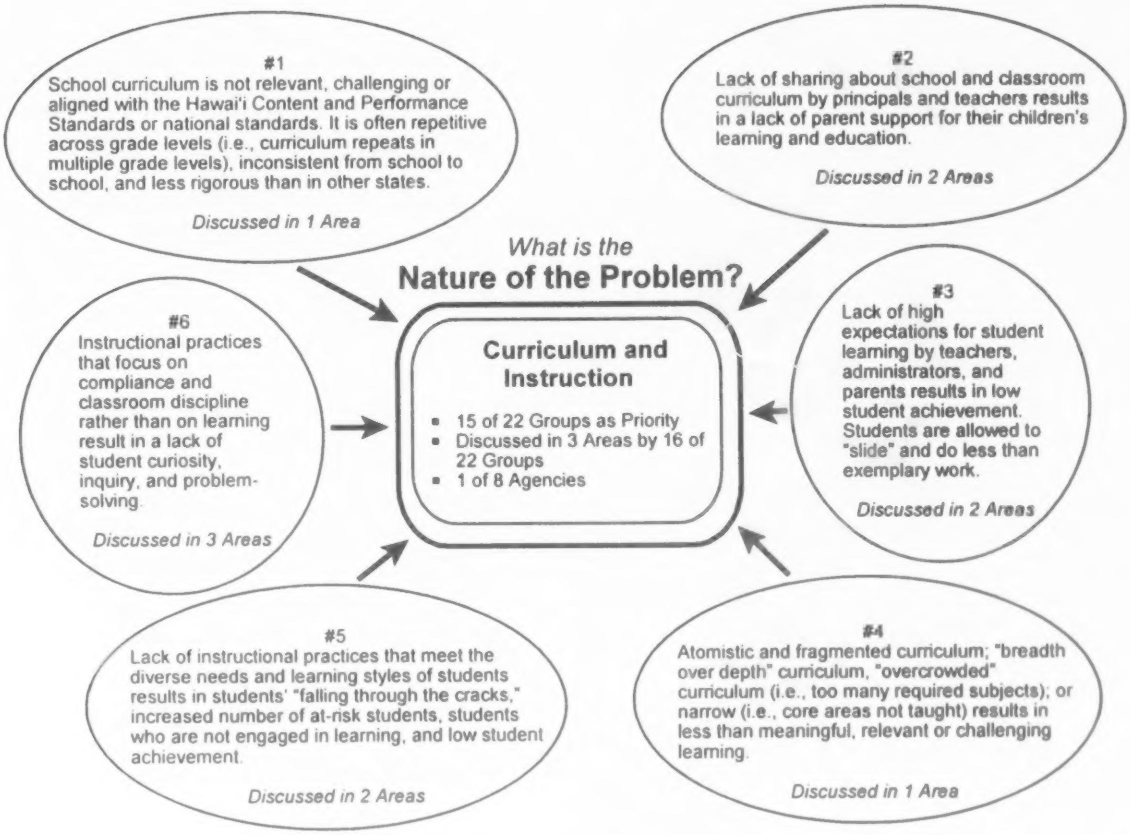
#2 *Poor Communication:* Lack of sharing about school and classroom curriculum by principals and teachers results in a lack of parent support for their children's learning and education.

#3 *Low Learning Expectations:* Lack of high expectations for student learning by teachers, administrators and parents results in low student achievement. Students are allowed to slide and do less than exemplary work.

#4 *Fragmented, Thin, Narrow Curriculum:* Atomistic and fragmented curriculum; "breadth over depth" curriculum; "overcrowded" curriculum (i.e., too many required subjects); or narrow curriculum (i.e., core areas not taught) results in less than meaningful, relevant, or challenging learning.

#5 *Limited Instructional Practices:* Lack of instructional practices that meet the diverse needs and learning styles of students results in students "falling through the cracks;" increased number of at-risk students; students who are not engaged in learning; and low student achievement.

#6 *Compliance:* Instructional practices that focus on compliance and classroom discipline rather than learning result in a lack of student curiosity, inquiry, and problem solving.



What is the

Nature of the Problem?

Curriculum and Instruction

- 15 of 22 Groups as Priority
- Discussed in 3 Areas by 16 of 22 Groups
- 1 of 8 Agencies

#1

School curriculum is not relevant, challenging or aligned with the Hawai'i Content and Performance Standards or national standards. It is often repetitive across grade levels (i.e., curriculum repeats in multiple grade levels), inconsistent from school to school, and less rigorous than in other states.

Discussed in 1 Area

#2

Lack of sharing about school and classroom curriculum by principals and teachers results in a lack of parent support for their children's learning and education.

Discussed in 2 Areas

#3

Lack of high expectations for student learning by teachers, administrators, and parents results in low student achievement. Students are allowed to "slide" and do less than exemplary work.

Discussed in 2 Areas

#4

Atomistic and fragmented curriculum; "breadth over depth" curriculum, "overcrowded" curriculum (i.e., too many required subjects); or narrow (i.e., core areas not taught) results in less than meaningful, relevant or challenging learning.

Discussed in 1 Area

#5

Lack of instructional practices that meet the diverse needs and learning styles of students results in students' "falling through the cracks," increased number of at-risk students, students who are not engaged in learning, and low student achievement.

Discussed in 2 Areas

#6

Instructional practices that focus on compliance and classroom discipline rather than on learning result in a lack of student curiosity, inquiry, and problem-solving.

Discussed in 3 Areas

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What do data tell us about the importance of improving this area?

Existing Data

- The general public considered "Poor curriculum or low standards" as one of the three biggest problems facing Hawai'i public education.
  [Source: *Hawai`i Opinion Poll on Public Education*, 1998]

- For public school parents, the third biggest problem facing Hawai'i public education was "lack of supplies, materials and equipment."
  [Source: *Hawai`i Opinion Poll on Public Education*, 1998]

- Among the top 10 problems for Hawai'i public education is: "Curriculum, instruction and school and classroom learning environment are not congruent with the demands of the new century."
  [Source: *New Ways of Thinking about Education*, 1998]

- Student perceptions regarding the following instruction-related issues were significantly *lower* than those of teachers: (1) class time is spent on learning, not busy work; (2) teachers present academic work in interesting and varied ways; and (3) teachers try to gear instruction to have students actively involved in learning.
  [Source: *Effective Schools Survey*, 1997]

Survey Data

- Among all Department staff groups surveyed, Curriculum and Instruction ranked very high as an improvement area, tied with School Environment as the top 2 (on average across groups) of the 12 improvement areas.

- Sixty-nine percent (69%) of the all survey respondents (i.e., average percentage across all role groups) indicated that improving Curriculum and Instruction was "Very Important."

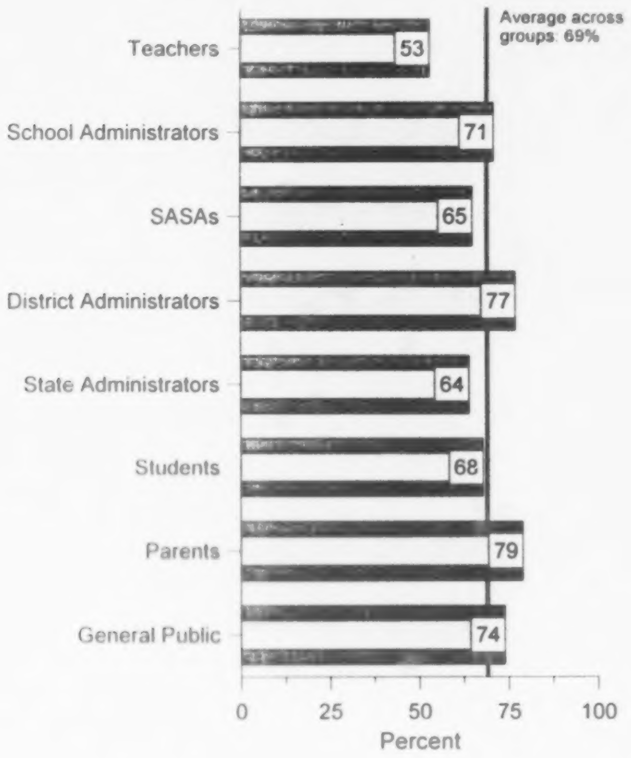
- On the staff survey, teachers perceived the need to improve Curriculum and Instruction lower in importance than all other role groups (53%). District administrators (77%) and school administrators (71%) perceived improving Curriculum and Instruction as a high need.

- Parents (79%) and the general public (74%) perceived the need to improve Curriculum and Instruction as higher in importance than teachers (53%), SASAs (65%), state administrators (64%) and students (68%).

- Of the three specific Curriculum and Instruction questions used on staff surveys, "having a coherent, comprehensive, standards-based curriculum in all schools" drew the highest ratings as a "Very Important" need across all Department staff groups (range 60% to 77%).

Curriculum & Instruction Area

"Very Important" Ratings by Group



- The Curriculum and Instruction question, "instruction based on information about how well students are learning," drew the lowest ratings as an improvement need across all Department staff groups (range 41% to 76%).

Group and Individual Interview Data

- Curriculum and Instruction, i.e., having materials, equipment, and courses available to all students and having all students taught by competent and caring teachers so that all students achieve the Hawai'i Content and Performance Standards (HCPS), was selected as one of the top three priority areas for improvement by 15 of 22 groups: all 3 parent groups, 4 of 5 school community groups, 2 of 4 teacher education groups, 2 of 4 community business groups, 1 of 2 school administrator groups, both system level groups, and the professional educational coalition.

- Curricular and instructional problems were discussed by 16 of 22 groups, not only in Curriculum and Instruction area, but also in other areas as well: all parent groups, 4 of 5 school community groups, 2 of 4 teacher education groups, 3 of 4 business community groups, no school administrator groups, all DOE systems level groups, the professional educational coalition, and higher education liberal arts group.

- Curricular and instructional problems were discussed in two other areas: Accountability and School and System Environment.
- One (1) of 8 agency individuals discussed problems with Curriculum and Instruction: Hawai'i Community Foundation.

What else should be considered?

- Curriculum and Instruction, relative to the other areas, is seen as a very important area to improve – tied with School and System Environment in the top 2 of the 12 improvement areas.
- All role groups considered Curriculum and Instruction an area of high improvement need, although teachers tended to see this area less important than other role groups. There was a similar finding in the area of Standards (HCPS) Implementation.
- To the extent that curriculum and instruction are more closely related to teachers and their daily efforts to improve curriculum and instruction (i.e., what is being taught and how it is being taught in our classrooms), it is not surprising that teachers would perceive Curriculum and Instruction as less of an improvement need.
- The relationship of Curriculum and Instruction with the Hawai'i Content and Performance Standards is supported by survey data which rank very high the need for a "coherent, comprehensive, standards-based curriculum in all schools." The data also underscore the critical need for staff development to ensure implementation of standards-based curriculum and instruction.
- "Instruction based on information about how well students are learning" ranked very low as a Curriculum and Instruction need. Further study about the extent to which evidence-based instruction is valued and/or occurring in schools would be helpful.
- Action plans regarding Curriculum and Instruction, Standards (HCPS) Implementation, Accountability, and Staffing (e.g., assisting teachers to know how to use the standards for instructional planning, assessment) need to reflect the interrelationships between and among these areas, that is, a single comprehensive action plan makes sense.

Where did we get this information?

- *Effective Schools Survey Report, Cycle 2: 1995-1997* (Department of Education; September 1997)
- *Hawai'i Education 2000 Conference Survey* (Hawai'i Education 2000 Conference; October 1998)
- *Hawai'i Opinion Poll on Public Education, 1998* (Department of Education; September, 1998)
- *New Ways of Thinking About Education* (Civic Forum on Public Schools; May 1998)
- Surveys – Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls – Parents, General Public
- Interviews – Focus Groups, Individuals

Funding

FUNDING

Summary

Description of this area
A well funded school system provides sufficient dollars for classroom materials and activities, personnel resources, and facility upkeep and maintenance.

Nature of the problem
Respondents to the Comprehensive Needs Assessment surveys provided over 2,400 open-ended comments, and participants in interviews provided 30 recorded discussions. Stakeholders' comments about their experiences are particularly valuable for gaining insight into the nature of problems, issues, and concerns with our school system. Content analysis and synthesis of those comments and interview discussions suggest the following summary observations about the nature of problems with Funding in the schools.

#1 Educational funding that has not kept pace with school needs or the rising costs of staff, educational materials, and equipment hinders quality teaching and learning.

#2 The application of inadequate or antiquated staffing formulas results in inadequate staffing and unreasonably heavy workloads that impair the quality of teaching and learning.

#3 Inadequate facilities (i.e., old, hot, and dirty classrooms) and inadequate or insufficient learning materials (e.g., textbooks, computers) hinder student learning.

#4 Lack of adequate interaction with the schools results in allocations and expenditures that do not meet the differing needs of schools and their students. Lack of consideration of the special conditions of schools and categorical funding for specific school populations make for seeming inequities in the resources available to and within schools. Staffing formulas, collective bargaining requirements, procurement requirements, allocation time lines, and budget categories (particularly, "character of expenditure" designations) may need to be changed to promote more flexibility in the use of funds.

#5 Without adequate funding of basic school needs, policy shifts (e.g., inclusion) and improvement initiatives (and attendant paperwork) tend to be viewed by the schools as burdensome and as imposing additional work requirements that are unreasonable. Selective abandonment and/or additional resources may need to accompany policy shifts.

Importance of improving this area

- **Why is this area important?**

  Funding provides the wherewithal for operating the public school system. It pays for the personnel involved in the enterprise, supplies, and equipment. To a large degree, the level of funding determines the level of service. For two bienniums now, the system has not received adequate funding to cover the increase in workload brought about by rising student enrollment, more demand for services, newly constructed classrooms, and the like. The effects of this downward trend in funding are being felt throughout the system but most acutely at the schools.

- **Empirical findings**
  - Across all the groups surveyed, Funding ranked as the third most important improvement area. It was rated as being one of the more important improvement areas by the general public and parents. Among students it ranked highest, and among teachers it ranked second highest. Among department staff, Funding generally tended to be ranked highest among those in closest proximity to the classroom.
    - Seventy-three percent (73%) of the VoicePoll general public respondents assigned Funding a rating of "Very Important." Indeed, Funding received the second highest percentage rating of the 12 improvement areas covered.
    - Seventy-five percent (75%) of the VoicePoll parent respondents gave Funding a rating of "Very Important." This stakeholder group viewed Funding as being among the top five areas needing improvement.
    - Seventy-six percent (76%) of the high school students who were surveyed assigned Funding a rating of "Very Important." For them Funding was perceived as being the *most* important area needing improvement.
    - Among department staff, Funding received a rating of "Very Important" from 66% of teachers, 64% of school administrators, 58% of SASAs, 60% of district administrators, and 47% of state administrators. For teachers, funding ranked second only to School Environment. For school administrators, it ranked fifth; for SASAs, it tied with Staffing for seventh place; for district administrators, it tied with Accountability for the eighth spot; and for state administrators, it ranked tenth.
  - Of the four specific Funding questions used on the department staff surveys, there were significant differences in the distribution of responses. The questions about class size, the fair distribution of funds to serve the needs of all students (equity), and staff development drew the highest "Very Important" ratings. Funding of board budget priorities drew the lowest "Very Important" ratings (range of 52% to 40%).
  - Funding ranked fifth out of the 12 improvement areas (average rank) in terms of importance by the groups interviewed.

- Most roles groups (teachers, school administrators, SASAs, district administrators, parents, students, and the general public) considered Funding as a priority improvement area, although state administrators consistently ranked this area lower than other role groups.

- Funding was selected as a priority for discussion by 11 of 22 groups: 2 of 3 parent groups; 4 of 5 school community groups; 1 of 4 teacher education groups; 2 of 4 business community groups; 1 of 2 school administrator groups; 1 of 1 higher education group.

- Sixteen of 22 groups discussed issues relating to Funding: 3 of 3 parent groups; 5 of 5 school community groups; 1 of 4 teacher education groups; 3 of 4 business community groups; 2 of 2 school administrator groups; 1 of 1 higher education group; and 1 of 1 professional education coalition.

- Only one of the 8 state agencies discussed issues relating to Funding: the Department of Budget and Finance.

- Funding was noted in 5 other improvement areas: Accountability, Curriculum and Instruction, Policies and Rules, School and System Environment, and Staffing.

Summary interpretations

Funding undergirds a host of other needs, such as those more closely associated with Accountability (particularly fiscal accountability), Administration (prudent spending, timely allocations), Curriculum and Instruction (textbooks and other materials, supplies, equipment), Staffing (staff development, staffing formulas), and Technology (additional personnel resources and infrastructure improvements), many of which have cost implications.

FUNDING

How is this area described?

- The description provided in the VoicePolls was as follows: "A well funded school system provides sufficient dollars for classroom materials and activities, personnel resources, and facility upkeep and maintenance. How important is it to increase the amount of funding and improve the way funds and resources are allocated in Hawai'i's public schools?"

- For the interviews, Funding was described as "making sure that funding and resources are sufficient and that they are properly spent or used."

- For the surveys, it was described as "making sure that there is sufficient money and that it is spent properly."

- Funding encompasses a broad spectrum of issues. Specific aspects of Funding that were included in questions on the surveys of department staff involved:
    - funding of the state board's priorities;
    - funding for professional development;
    - class size; and,
    - the fair distribution of funds to serve the needs of all students (equity).

Sources:
- Surveys: Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls: Parents, General Public
- Interviews: Focus Groups, Individuals

What is important background information in this area?

- Hawai'i is the only state with a single, centralized public school system. The public school system's operating budget is funded primarily by state tax revenues via biennial appropriations by the state legislature.

- With the downturn in the state's economy and fewer tax dollars to go around, funding has become an issue. During the past four or five legislative sessions, the department and state board frequently have been at odds with the executive and legislative branches over funding and resource issues.

- As "workload increase" (basic) requests (e.g., more teachers to meet the increase in student enrollment, equipment for newly constructed classrooms) have gone unfunded, class size has been increasing, and the department has been playing catch-up.

- Unable to fund workload increase requests, the legislature generally has turned a deaf ear to "program adjustment" (new or expansion) requests. As a consequence, the schools have received scant support for the implementation of the Hawai'i Content and Performance Standards and other reform initiatives.

What is the nature of the problem in this area?

Existing Data

- The numbers of students in need of special services are increasing more rapidly than is the population of students at large. These students are poor, limited in English proficiency, or in need of special education services. The increasing numbers of students with these special needs makes the public schools' task both more difficult and more costly.
  [Source: *The Superintendent's Seventh Annual Report, 1997*]

- After rising from 48th among the states to tie for 35th place, the pupil to teacher ratio in Hawai'i has dropped back to 41st place. On the plus side, Hawai'i is well ***below*** the national average in the proportion of professional staff performing administrative functions.
  [Source: *The Superintendent's Seventh Annual Report, 1997*]

- Hawai'i's financial commitment to public education has taken a marked downturn. Although Hawai'i ranks 2nd among the states in per capita state revenues, it ranks last in the percentage of state and local revenues allocated to public schools.
  [Source: *The Superintendent's Seventh Annual Report, 1997*]

- Over half the state's schools need additional classrooms. One hundred of the state's schools were operating with enrollment at or above their rated capacity. Almost half of Hawai'i's schools have library facilities with substandard space. Hawai'i's secondary and elementary schools averaged largest and third largest in the nation, respectively.
  [Source: *The Superintendent's Seventh Annual Report, 1997*]

Survey Comments

- **What are people saying about problems in this area?**

"Lowered class size! Inservice teacher training! Full-time permanent teacher aides! Computer hardware, software & Internet connectivity in each classroom! Telephone in each classroom! Reduction in paperwork re special education! Higher quality mental health services! Full-time special education clerical staff!"

Teacher

"Stop cutting funding and teaching positions at the school level. We continue to hear that the DOE was the only department that did not have its budget cut; yet we keep losing monies and positions. The children are the only ones who lose out."

Teacher

"Changes that would have the greatest impact in improving the Hawai'i public school system: 1. Special Education students need to be counted in the regular class count. Currently, if a student is in Special Education, they do not count in the regular education class number. Although most of these students spend approximately 75% of their time in their regular education classroom, they are not counted in figuring class size. This causes an undue burden on the classroom teacher and causes our classrooms to have a high number of students in reality as opposed to the numbers used by the state. 2. A technology position at each school. This position needs to be a non-classroom position. This person would be primarily responsible for implementing and maintaining the network and technology, and for working with the staff to assist in integrating technology into the curriculum... 3. Funds and release time for staff development."

Teacher

"– smaller class sizes (currently have 2 classes of 37 students each). – opportunities to collaborate with other teachers on staff to develop interdisciplinary units that are more meaningful to students. Would need common prep time during the school day and not at the end of the day when our creative energy is depleted. – help in being more creative about enabling students who currently are not meeting basic standards reach those goals. It's currently extremely difficult with large class sizes, lack of time to work with them during the class period and still keep other students moving forward."

Teacher

"1. Reduce class size. 2. We are bending over backwards for our students with special needs. Unless there is more support, we'll break our backs."

Teacher

*" * Smaller student-teacher ratios. * State shows more respect for teachers (funding). * I have been told pretty soon public ed will be 90% SPED because of all the bending over backwards to help special needs children at the expense of everyone else. * Consistency between classes (all 4th grade [classes] in the state have the same info & knowledge base to enter 5th grade – it is there in theory but not in reality). * If the tenure system tends to protect inadequate teachers, how can we help improve performance?"*

Teacher

"Smaller classes. It's difficult to keep in touch with 160-170 students/parents a semester. I realize it is a budget problem, but students of today require much guidance, monitoring and nurturing to be successful..."

Teacher

"1) Lower teacher-pupil ratio across the board, not just in targeted grade levels. 2) Upgrade older schools to meet the needs of the 21st century (electrical wiring, phones in classrooms, climate controls fans at least). 3) Recognition of the three levels of education – elementary, middle and high school. Middle level education is an orphan that is caught between the competing priorities of the other two groups. 4) Redirecting efforts to insure our students are truly literate – too many students are falling through the cracks in our system."

Teacher

"I am in Sp. Ed and the paperwork is overwhelming, the classes are too large, and we keep losing teachers. Why not hire 1 (or more) person per school to do all IEPs, so they are consistent and correct and the teachers have time to teach? These kids really need our full attention and they're not getting it."

Teacher

*"*More funds $$$!!! Without funds, changes are impossible!"*

School Administrator

"Greater or increased funding to meet the needs of schools. Greater or increased staffing to meet classroom needs – lowering teacher-pupil ratio. Increased resource services to teachers."

School Administrator

"– Adequate resources (funding, personnel, facilities) to support school initiatives. – Value the Department's personnel; treat them with dignity and respect. – Allow schools to be diverse in operations yet similar in mission."

School Administrator

"Where do I start? Reorganize so that principals can be instructional leaders; recognize, promote this role. Give us 'systems' that work – this applies to virtually everything...ed specs for CIP, budgeting, civil service, personnel evaluation, payroll, student safety and discipline, student information services, contracts, STW, special ed time/paperwork, water safety, SCBM process, HCPS, PEs, ECs, FPOs, Goals 2000, HSTW, all federal programs – everything is more difficult than it needs to be and there is so much of everything! There is elegance in simplicity. Our schools (operationally) are now so complex; there are so many things we must teach (curriculum/ standards); we must utilize technology (we can't afford or maintain); in buildings that reach 98 degrees; and with the desire to help our students survive (we are parents, social workers by choice)...that has become increasingly difficult to do anything well! We need clear vision, with a plan that integrates all we must do, with recognition of the constraints we work with (and a way to eliminate them), time to properly implement, train teachers and instruct students, and meaningful goals and objectives. We need the 'how' and 'what.' You talked about 'defining success.' We do so many things well in spite of the hurdles – we don't give up and 'can't' is not part of the vocabulary...We want the best for and from students and need the resources and support to achieve this."

School Administrator

"1. Providing adequate staff development opportunities for teachers, including days during the school year. 2. Providing staffing for smaller classes, especially in areas where there are many at-risk students."

School Administrator

"Update older schools to offer programs, furniture, accessibility of newer schools. Older schools - constantly need to update old electrical [wiring], telephones, or cables (out of own funds) to be equal to new schools. Also funding – schools with no federal funding are working on 'bare bone' budgets. Those with federal funds are able to purchase computers, textbooks, teacher inservice days, etc. Where is the equity?"

School Administrator

"– More funding to supply the resources needed for school reform. – Equity for all students: above average/gifted, average, below average/at risk & special needs. (Especially the average group.) – Unrealistic expectations & requirements of the schools for a few students with special needs."

School Administrator

"By the time the money filters down, hardly any of it gets to the students in the classroom..."

School Administrator

"1. SMALLER CLASS SIZE. 2. A vice principal in all schools. One administrator cannot do it all effectively. Administrative duties fall on the SASA (we are not trained/paid for [handling] administrator's duties. 3. Review/update Hawai'i Content and Performance Standards. 4. More focus on 'regular ed' children. 5. HSTA has too much 'power'. The emphasis should be on 'children first,' not 'union first.'"

SASA

"The state and district levels need to get more in touch with what is going on at the school level. It's a very 'top down' system. There needs to be more teachers and administrators and counselors in the schools – where the CHILDREN are – this is where it is happening. There just doesn't seem to be enough time for administrators and teachers to do all that they need to do. We're finding a high stress level; people do not work as cooperatively when they are overburdened and under a lot of strain. Staff development funds and time should be provided. Teacher training is so important, especially with an ever-changing society. With regard to communication, parents need to know what their role is in the education of their children. More and more responsibility is put on the school to not only provide an academic education, but discipline, morals, ethics, character, etc. A lot of this begins at home. We need to make parents more accountable for student achievement and improvement. If SCBM is so important, each role group needs to know what their role is and what is expected of them (not all role groups belong in the classroom). Basically, provide more support and resources at the school level. Listen to the administrators when they voice their needs and concerns – and provide that support."

SASA

"Classrooms should be down sized from 35 to 15 per class so that those students who are afraid to ask questions in front of a large student body wouldn't feel so intimidated by asking a stupid question and being laughed at. We need more teachers who are qualified to teach instead of just [working to get] a paycheck... these are just strong suggestions that may help our children stay in school and become better people. Thank you."

SASA

"...Provide more clerical help to alleviate stressful conditions in meeting demands of increased workload. (Downsizing of state and district offices created increased workload and demands on school offices.)"

SASA

"Teachers/administrators are college graduates...they should have the know-how by the time they start teaching/working. Too much monies are being spent by them...how do we know whether that training is being applied? Instead of having training/professional development for certificated teachers & administrators, monies should be set aside for students who cannot function in a regular classroom setting. These students should have a special teacher who can be with them all day & guide them through the necessary basic skills that they will need in their adult life...Also, offer 'extra bonuses' for teachers who take on these positions to help these students 'learn.'"

SASA

"Fund all positions in accordance with existing staffing formulas so that employees can be held totally accountable for all their duties and responsibilities."

District Administrator

"Quality personnel in all positions. Funding to do things that need to be done. Take politics out of education."

State Administrator

"I think funding is a big problem in our schools. They should find more money for the different classes so the students can concentrate on studying instead of fundraising."

Student

"The greatest change needed in schools of Hawai'i is funding. So many things are NEEDED in classrooms but are not provided. There should be enough books for every student. Everyone always says more funds are needed, yet nothing is done. Students and parents can only complain to teachers, teachers to principals, and principals to the superintendent..."

Student

"– Proper Funding to the public schools of the state. – Having an array of classes that students need in order to succeed in whatever the student pursues."

Student

"I'd have to say that money would have a great impact on schools... Better looking classrooms, cafeteria, etc. More computers. Computers are going to have a 'big' impact on our future, and I don't even know how to use e-mail. There are so many cool things we could learn and discover through computers. Teachers are another thing. Hands-on, fun experiences are what counts. People learn better. Maybe if teachers were paid more, they'd like their job more, like us students more, and be more into their jobs."

Student

"The greatest change would be to increase our budget instead of decreasing it."

Student

"FUNDING would have the greatest impact on Hawai'i public schools. The money would allow us to have better supplies (e.g., P.E. equipment, books). Proper funding also would allow us to have better technology. We need three credits for science. It is really boring to have three years of a class without any fun/exciting experiments. Lastly, better funding would mean that the teachers would get paid more and be happier to teach."

Student

"I think having more money given to the schools would have a huge impact. Maybe better teachers. Teachers who actually teach."

Student

"Having more teachers, smaller numbers of kids in class, a class set of books, and a book to take home on leave."

Student

"Here at Ka'u High, I think that the biggest problem we have is money. Because we are in a small town and the school is very small, with about a maximum of 600 elementary and high school students, we tend to be overlooked."

Student

"1) Give money where it is needed. 2) Have teachers who are here for us students, not just here for the money. 3) Our whole school feels that the school lunch is not up to par. 4) Have clean and functional bathrooms. 5) Honoka'a School should have more than one accessible bathroom."

Student

"I believe there is a lot to be desired in the Hawai'i public school system. I know that here at Radford our classrooms are in need of many supplies. Our desks are old and abused, you can tell they have been around for a couple of decades. The chairs are split in the center, so when you sit down, you get a sharp pinch. Many classrooms lack fans or a sufficient amount of them. Most of the year, it is very hot, sitting in the heat hinders our learning abilities... Another problem we have is a lack of books, starting off many of my classes this year my teachers said they did not have enough books for all of us. I know I could learn more if I had my own book... Another item in need of improvement is the condition of the bathrooms. They are filthy."

Student

"Our school needs a better funding system. We are very short on supplies and in dire need of new materials, more teachers, and better facilities."

Student

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"The changes I believe would have the greatest impact in improving the Hawai'i public school system would be to improve knowledge content, reduce class sizes, hire more teachers (those who are serious about learning; those who encourage, not discourage, students; those who love to teach). Teachers should be screened more carefully before they are hired..."

Student

"PLEASE!! Spread the money EQUALLY to each department. There are departments that lack equipment for teaching and... [those] that are really, really well off. They have more equipment/supplies than they could use... And, more funding to our school. We have a lot of fixing up to do."

Student

"Better quality teachers, smaller number of children per classroom and a better structured curriculum."

Parent

"I believe that it is vitally important that each student have his/her own textbook, workbook, and materials, not Xerox copies of things or books to share when doing homework. I think it would behoove the system to have up-to-date textbooks and a variety of ways to teach our children so that we aren't just minding them but their minds are actually growing and being filled with knowledge that's actually going to help them in the years to come. Thank you."

Parent

"I think if education was truly number one in Hawai'i, they would allocate more funds and put [in] other resources to help it."

Parent

"I think it's important for enough money to come in to upgrade the schools so that they're all on a very equal basis from the standpoint of the types of structure, the air conditioning, food facilities, recreational facilities, computers, [and] things of that nature. Just seems like everything is kind of ten years behind everywhere else over here in Hawai'i, and I don't think the state prioritizes education. I think all they do is allocate enough money just to get by another year."

Parent

"I think what we really need in the school system is a better student-teacher ratio. There are far too many students per teacher. We have to really lower this ratio so children can have more individualized attention, so the teachers aren't spending all their time constantly trying to maintain order in the classroom. I think this is extremely important in all the elementary grades, right up through high school..."

Parent

"More money for infrastructure and computers and better accountability and better teacher training."

Parent

"I believe they should provide the schools with more money so the students would have better materials to learn from. My son is learning from an eight-year-old social studies book. I think it should be more current. I feel that teachers should talk more within each grade level so the books that they're using can be continued. Like if they start with a level one book, they should continue on with the level two book instead of all the teachers buying whatever books they want to buy. But, definitely more funding for the schools [is needed]. We definitely need more money for all the students in all the public schools. Thank you."

General Public

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"To improve accountability, to appropriate more money for the schools and keep them in better repair and safe for students, and to increase the overall test scores and achievement of children in school."

General Public

"I think education needs to be a priority and funding should be increased, not decreased. Thank you."

General Public

"Give student enough money to have enough books and money to pay teachers salaries comparable to professionals in other fields. The pay needs to go up to attract the best. Schools basically need more money."

General Public

"Hello, I think it's very important, first of all, for the schools to have adequate textbooks for every student in the classroom. Books should not have to be shared. Books should be available for students to take home and do studying and review. The classroom environment needs to be improved. Maintenance in our schools is terrible...Thank you."

General Public

"I think we have to dramatically decrease the student-teacher ratio. We have way too many students. Even though the schools start out saying 25 to 22, they end up with over 30 students per teacher. I think we should have 18 students per teacher or less. That should be our maximum. In order to do that, we need to dramatically increase funding. We also need to increase funding for supplies. Things are greatly insufficient as far as materials and just funding for everything in general [are concerned]. Thank you for the survey."

General Public

"I think we need to develop our teachers and continue with the professional development by providing opportunities to get training, and also we need to have more funds available to educate our kids with current technology. Many schools have the wires put in but no computers or funds available to provide them the necessary things needed to run the programs or to access the Internet. Also [needed is] funding for maintenance of schools and building more schools."

General Public

"I think possibly having smaller classroom sizes from K to three so that teachers can focus on the basics, as well as have a standards-based curriculum that's consistent throughout the state, or more or less consistent for each grade level for every school. Thank you."

General Public

"For immediate improvement, ratios should be drastically reduced to at least 20 students in all grades but particularly in the elementary schools."

General Public

"Most important issue is more money for education so the physical facilities can be improved such as air conditioning and better equipment and resources. And have money for more teachers for smaller class sizes. Then, within the schools we sometimes have unreasonable demands of a few vocal parents who take away resources from the majority. The greater good for the greatest number has got to be paramount concern and not just oil for the squeaky wheel. It's going to hurt the whole system if it continues the way it is. And a lot of it is [due to] administrators who don't know how to administrate who just cave in. So this needs to be changed."

General Public

110

"Hawai'i needs to put education first. We need to get adequate books in the classroom. We have children in Radford with no books in key courses, i.e., science and math. We also need to limit class sizes even at the high school age. Thirty to 40 children in the classroom is unacceptable. They cannot learn adequately and they cannot be prepared for college when you have that many kids per classroom."

General Public

"I believe the best thing we can do is lower the class size in the primary grades. I believe that special education students should be counted in the regular ed class because we are encouraging inclusion. And it would help the morale of the staff. And it would greatly benefit the students in the classroom."

General Public

"Yes, I feel that an increase in teachers to lower the student-teacher ratio would be very important... If rural kids had equal access to educational opportunity as kids who live in urban areas, I think all in all it would enhance the overall educational process statewide. I think our children in rural areas need more access to the electronic teaching media so that they can have the same or more exposure than those in our urban areas."

General Public

"My son is a first-year kindergartner in the public schools. We have been in school since August 5th, and it's now November. Five PCs in the classroom have had their dust covers on and [they] have not been removed. No one has time to take a child through to use a very simple computer, to play a simple game... The problem seems to be that the teacher is spending more time doing classroom management than teaching. Every kindergarten class needs an aide..."

General Public

"The top priority in Hawai'i's public schools would be to retrofit all the schools so they can accommodate the computers that they sorely need in this day and age. Secondly, I would say that there should be no disparagement between people who are in poor neighborhoods, poor districts and wealthier neighborhoods. They should all have equal funding for extracurricular activities to prevent juvenile delinquency. And, lastly, I would say that Hawai'i public schools need to have tailored programs for their needs and their economic conditions so that they can better themselves and their families and not have to be like [the] low man on the totem pole. Hawai'i's children deserve the very best. And they should not have to work at low-paying, servitude jobs like flipping hamburgers or cleaning hotel rooms."

General Public

"I think the classroom sizes need to be reduced. And I think that there needs to be better special education programs with different disabilities separated out instead of whole groups together that have different learning needs and also better trained special ed teachers."

General Public

"It's extremely important to reduce the caseload sizes for special education and begin to take into consideration inclusion programs... that the caseloads for general education are an average of 26 and 21 at the kindergarten level, but it can be all the way up to 36 in the special education class... reduce caseloads for the special education teachers. Give them time to write IEPs during contract hours, not during lunch and during their uninterrupted planning time. Time needs to be given for them to have IEP meetings during contract hours..."

General Public

"You need to get all these troublemakers and what they call special ed kids out of the classes so that teachers can get back to teaching the kids who want to learn and get the kids that disrupt out of the way."

General Public

"...At the particular school my child attends, there are no GT programs and the needs of bright children are being ignored because the administration is trying so hard to fulfill the requirements...for the special needs child..."

General Public

"I think special education is a growing problem in our public schools..."

General Public

"There should be adequate limits on spending for special education. Regular education students are now being limited in their scope of learning because so much funds are going for special education."

General Public

"Regular education students are being hurt because of a disproportionate amount of time and money spent on special education. The DOE cannot afford to give money to special education lawyers, special education advocates, and parents with special education students. The DOE even services students not attending DOE schools. The Department of Education must spend more money on regular education students and less money on special education."

General Public

"Something has to be done about the...money that is being wasted...through the Felix versus Cayetano court case. Some kind of sanity has to be brought into bearing on having these cases not take so much money away from the regular ed students."

General Public

"The Hawai'i public schools should not be attempting to meet the social service needs and the mental health needs of high-risk children. That should be done by the Department of Health. The current Felix versus Waihe'e movement to get services delivered by schools are making schools social service and therapeutic providers. That's way outside of the area of expertise of the DOE administrators. They don't have a clue about the mental health needs of children. It's not their area of expertise..."

General Public

"I believe mainstreaming the slow learners really deters class improvement and hinders the smart students...bad kids should be expelled from school and sent to a vocational school so that they do not disrupt the other students. Also, books are in poor shape. They need to be replaced. And kids who can't speak English should not be allowed to go to the next grade level, which I've seen done in the public schools. My wife is a teacher, and she gets kids who are not able to handle the work..."

General Public

Group and Individual Interview Comments

- **What are people saying about problems in this area?**

"They say that throwing money at public education will not improve it, [but] have we ever tried?"

Community Member

"It is not how much money we spend per student; it is how we spend it. There must be a lot of waste somewhere since we are not getting what we pay for."

State Agency

"Maybe if we explain how we are spending our funds and show the progress we are making, then maybe the legislators will trust us and give us more."

Parent

"How can we improve student achievement if students do not even have textbooks and computers?"
Parent

"You can't expect quality teaching without sufficient staff, smaller classes and a lighter workload for teachers. How can a teacher effectively give quality attention to students when she has a workload of 150 students per day."
Higher Education

"Staffing and funding formulas are outdated and have not kept up with the rising cost of schooling. How do you expect us to improve education when we are constantly behind the 8 ball?"
DOE Principal

"There is an inadequate state support network for schools."
School Community

"Allocation of available funding needs to be equitable. There is a sense that funds are not being allocated equitably (e.g., special needs versus regular education)."
Parent

Summary Observations: Over all the surveys and interviews, what are people saying about problems in this area?

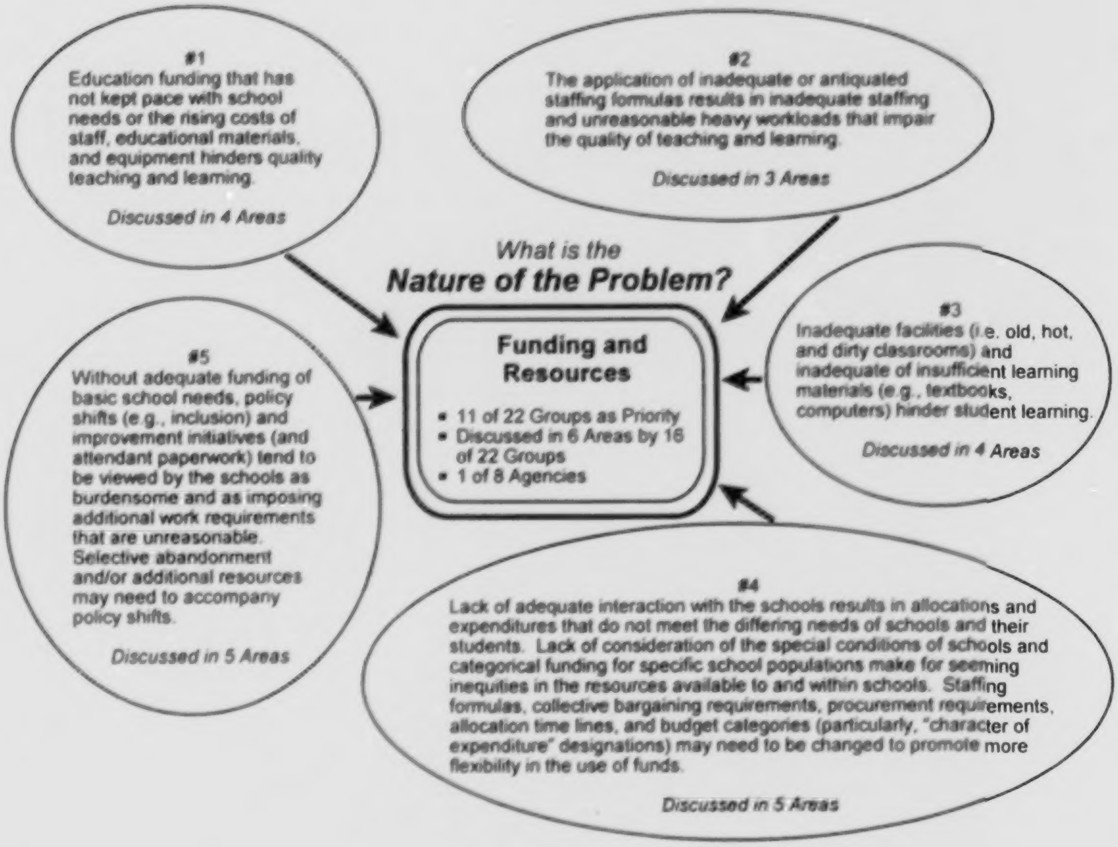
#1 Educational funding that has not kept pace with school needs or the rising costs of staff, educational materials, and equipment hinders quality teaching and learning.

#2 The application of inadequate or antiquated staffing formulas results in inadequate staffing and unreasonably heavy workloads that impair the quality of teaching and learning.

#3 Inadequate facilities (i.e., old, hot and dirty classrooms) and inadequate or insufficient learning materials (e.g., textbooks, computers) hinder student learning.

#4 Lack of adequate interaction with the schools results in allocations and expenditures that do not meet the differing needs of schools and their students. Lack of consideration of the special conditions of schools and categorical funding for specific school populations make for seeming inequities in the resources available to and within schools. Staffing formulas, collective bargaining requirements, procurement requirements, allocation time lines, and budget categories (particularly, "character of expenditure" designations) may need to be changed to promote more flexibility in the use of funds.

#5 Without adequate funding of basic school needs, policy shifts (e.g., inclusion) and improvement initiatives (and attendant paperwork) tend to be viewed by the schools as burdensome and as imposing additional work requirements that are unreasonable. Selective abandonment and/or additional resources may need to accompany policy shifts.



What is the

Nature of the Problem?

Funding and Resources

- 11 of 22 Groups as Priority
- Discussed in 6 Areas by 16 of 22 Groups
- 1 of 8 Agencies

#1
Education funding that has not kept pace with school needs or the rising costs of staff, educational materials, and equipment hinders quality teaching and learning.

Discussed in 4 Areas

#2
The application of inadequate or antiquated staffing formulas results in inadequate staffing and unreasonable heavy workloads that impair the quality of teaching and learning.

Discussed in 3 Areas

#3
Inadequate facilities (i.e. old, hot, and dirty classrooms) and inadequate of insufficient learning materials (e.g., textbooks, computers) hinder student learning.

Discussed in 4 Areas

#4
Lack of adequate interaction with the schools results in allocations and expenditures that do not meet the differing needs of schools and their students. Lack of consideration of the special conditions of schools and categorical funding for specific school populations make for seeming inequities in the resources available to and within schools. Staffing formulas, collective bargaining requirements, procurement requirements, allocation time lines, and budget categories (particularly, "character of expenditure" designations) may need to be changed to promote more flexibility in the use of funds.

Discussed in 5 Areas

#5
Without adequate funding of basic school needs, policy shifts (e.g., inclusion) and improvement initiatives (and attendant paperwork) tend to be viewed by the schools as burdensome and as imposing additional work requirements that are unreasonable. Selective abandonment and/or additional resources may need to accompany policy shifts.

Discussed in 5 Areas

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What do the data tell us about the importance of improving this area?

Existing Data

- The top three problems facing our public schools that were cited last year by the general public were lack of financial support or proper allocation, large classes or overcrowding, and poor curriculum or low standards. For public school parents, the top two problems are identical to those of the general public, but the third highest problem is viewed as the lack of supplies, materials, or equipment.
  [Source: *The Hawai'i Opinion Poll on Public Education, 1998*]

- Participants at the Hawai'i Education 2000 Conference were asked to name the single most potent or "high leverage" technology-related item or condition that would help transform today's classroom into the ideal classroom. The four items most frequently mentioned by respondents, the majority of whom were technology coordinators or technology coordinators/LAN managers at the schools, were:

  - sufficient number and quantity of computer hardware per classroom;
  - staff development/inservice training for classroom teachers;
  - a permanent, full-time technology coordinator position per school to provide onsite service, leadership, and training; and
  - improvements to the infrastructure in order to adequately support technology in the classroom.

  All four of these items would require additional funding.
  [Source: *Hawai'i Education 2000 Conference Survey*, 1998]

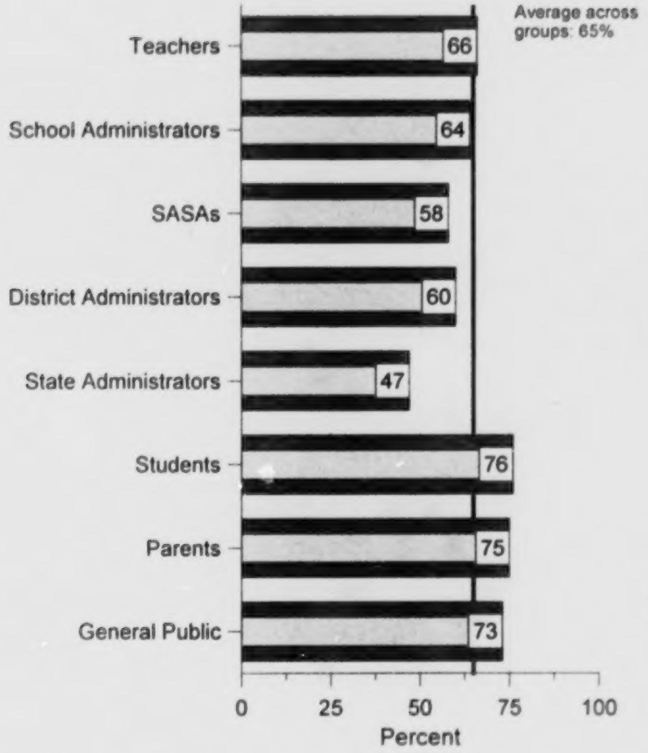
- One of the seven categories that negatively impact teacher morale is class size. Another is poor compensation, which is viewed as a problem area associated with the HSTA, another category with negative impact.
  [Source: *Blue Ribbon Commission on Teacher Morale,* 1998]

Survey Data

- Across all the groups surveyed, Funding ranked as the third most important improvement area. It was rated as being one of the more important improvement areas by the general public and parents. Among students it ranked highest, and among teachers it ranked second highest. Among department staff, Funding generally tended to be ranked highest among those in closest proximity to the classroom.

Funding Area

"Very Important" Ratings by Group



- Seventy-three percent (73%) of the VoicePoll general public respondents assigned Funding a rating of "Very Important." Indeed, Funding received the second highest percentage rating of the 12 improvement areas covered.

- Seventy-five percent (75%) of the VoicePoll parent respondents gave Funding a rating of "Very Important." This stakeholder group viewed Funding as being among the top five areas needing improvement.

- Seventy-six percent (76%) of the high school students who were surveyed assigned Funding a rating of "Very Important." For them Funding was perceived as being the *most* important area needing improvement.

- Among department staff, Funding received a rating of "Very Important" from 66% of teachers, 64% of school administrators, 58% of SASAs, 60% of district administrators, and 47% of state administrators. For teachers, Funding ranked second only to School Environment. For school administrators, it ranked fifth; for SASAs, it tied with Staffing for seventh place; for district administrators, it tied with Accountability for the eighth spot; and for state administrators, it ranked tenth.

- Of the four specific Funding questions used on the department staff surveys, there were significant differences in the distribution of responses. The questions about class size, the fair distribution of funds to serve the needs of all students (equity), and staff development drew the highest "Very Important" ratings. Funding of board budget priorities drew the lowest "Very Important" ratings (range of 52% to 40%).

- Survey respondents provided a relatively high number of open-ended comments about Funding compared to the number of comments in other improvement areas: teachers (28.4%), school administrators (15.8%), SASAs (13.8%), district and state administrators (6.9%), students (16.4%), parents (10.5%), and general public (14.3%). (See Appendix B, pages B-36 through B-39.) Respondents' comments served to confirm and expand upon the nature of Funding issues assumed in the survey questions. An additional area of concern involved equity, fairness, and ethical issues associated with special education and Felix funding.

Group and Individual Interview Data

- Funding ranked fifth out of the 12 improvement areas (average rank) in terms of importance by the groups interviewed.

- To the extent that a lack of funding and resources impedes school and system improvements, Funding was in many instances seen as the "ultimate" need or solution to problems.

- Most roles groups (teachers, school administrators, SASAs, district administrators, parents, students, and the general public) considered Funding as a priority improvement area, although state administrators consistently ranked this area lower than other role groups.

- Funding was selected as a priority for discussion by 11 of 22 groups: 2 of 3 parent groups; 4 of 5 school community groups; 1 of 4 teacher education groups; 2 of 4 business community groups; 1 of 2 school administrator groups; 1 of 1 higher education group.

- Sixteen of 22 groups discussed issues relating to Funding: 3 of 3 parent groups; 5 of 5 school community groups; 1 of 4 teacher education groups; 3 of 4 business community groups; 2 of 2 school administrator groups; 1 of 1 higher education group; and 1 of 1 professional education coalition.

- Funding was noted in 5 other improvement areas: Accountability, Curriculum and Instruction, Policies and Rules, School and System Environment, Staffing.

- Only one of 8 state agencies discussed issues relating to Funding: the Department of Budget and Finance.

What else should be considered?

- Statistical analysis of the survey results found significant differences among department staff with respect to the specific Funding questions.
    - Funding of board budget priorities was rated "Very Important" by 52% of school administrators and district administrators, 50% by SASAs, 48% of state administrators, and 40% of teachers. While there was significant variation between school administrators and teachers, there also was significant variation by school level among SASAs. Fifty-nine percent (59%) of those at the high school level rated this item as "Very Important," while only 41% of those at the elementary level gave it the same rating.
    - Funding for professional development was rated "Very Important" by 76% of district educational officers, 67% of school administrators, 51% of teachers and state administrators, and 31% of SASAs. There was significant variation between department staff groups. Moreover, among district administrators there was significant variation by location: 86% of those on O'ahu rated it as "Very Important" versus 63% of those on the neighbor islands.
    - Class size was rated "Very Important" by 90% of teachers, 72% of SASAs, 64% of school administrators, 44% of district administrators, and 37% of state administrators. There was significant variation between staff groups. There also was significant variation by school level among school administrators: more administrators at the elementary school level (72%) gave it a higher rating than those at the middle or intermediate school level (52%), the high school level (54%), and multi-level schools (59%).
    - The fair distribution of funds was rated "Very Important" by 81% of teachers, 80% of SASAs, 73% of school administrators, 70% of district administrators, and 52% of state administrators. There was significant variation between groups. Further, there was significant variation by location among teachers and by school level among SASAs. Eighty-nine percent (89%) of teachers on the neighbor islands rated this item "Very Important" versus 75% of teachers on O'ahu. Ninety-five percent (95%) of the SASAs at the high school level rated it "Very Important" versus 80% at the elementary school level, 57% at the middle or intermediate school level, and 83% at multi-level schools.
- Funding undergirds a host of other needs, such as those more closely associated with Accountability (particularly fiscal accountability), Administration (prudent spending, timely allocations), Curriculum and Instruction (textbooks and other materials, supplies, equipment), Staffing (staff development, staffing formulas), and Technology (additional personnel resources and infrastructure improvements), many of which have cost implications.
- Comments about the adequacy of Funding indicated the following relationships:

  - To have quality *Curriculum and Instruction*, there needs to be adequate *Funding* for materials and equipment for students.

  - To have a safe and nurturing *School and System Environment*, there needs to be adequate *Funding* for staffing (lower class size and lower teacher workload) and facilities.

  - To have a caring and competent *Staff*, there needs to be *Funding* to ensure professional development.

- The issue of how effectively current funding is being used revealed concerns regarding:

  - effectiveness of current funding and staffing formulas;

  - extent of decentralization of funds to schools; and

  - fiscal accountability for current funding.

Where did we get this information?

- *Blue Ribbon Commission on Teacher Morale, Preliminary Report* (State of Hawai'i; Fall 1998)
- *Hawai'i Education 2000 Conference Survey* (Hawai'i Education 2000 Conference; October 1998)
- *Hawai'i Opinion Poll on Public Education, 1998* (Department of Education; September, 1998)
- *The Superintendent's Seventh Annual Report on School Performance and Improvement in Hawai'i: 1996* (Department of Education; May 1997)
- Surveys – Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- Voice Polls – Parents, General Public
- Interviews – Focus Groups, Individuals

Policies and Rules

POLICIES AND RULES

Summary

Description of this area

- Having policies and rules that enable schools and the system to meet important educational needs and problems without imposing undue burden and red tape.

- Important aspects include policies and rules which are coherent and relevant; facilitate SCBM and parent/community participation; support standards-based reform; and do not impose undue burden.

Nature of the problem

Respondents to the Comprehensive Needs Assessment's surveys provided over 2,400 open-ended comments along with 30 recorded interviews. Stakeholders' comments about their experiences are particularly valuable for gaining insight into the nature of problems, issues, and concerns with our public school system. Content analysis and synthesis of those comments suggest the following summary observations about the nature of problems with Policies and Rules in the Department of Education and schools:

#1 Too many policies and rules that require a myriad of burdensome and outdated steps and paperwork to accomplish simple tasks, create inefficient use of time, people and money.

#2 Policies and rules too often impose conflicting demands on the system, resulting in fragmented and diluted system efforts.

#3 Current policies and rules protect employees' rights at the expense of what is best for children and children's learning. Examples are staffing formulas and personnel selection and placement rules.

#4 Rules, regulations, and contract provisions relating to staffing, budget, and facilities often lead to inflexible practices that are not sensitive to unique school cultural, socio-economic, or geographic circumstances.

#5 Policies and rules do not promote time for staff development, planning and collaboration and hinder effective decision making about the use of available funds.

Importance of improving this area

- **Why is this area important?**
  Policies and Rules are important because of their role in communicating goals and expectations for the system, providing guidance and focus for action and ensuring regulation of civil rights, health, safety, and fiscal responsibility.

- **Empirical Findings**
  - Among all Department staff groups surveyed, Policies and Rules did not rank high as an improvement area (ranked 11th out of 12 areas).
  - Only 48% of the total respondents surveyed (i.e., average percentage across role groups) indicated that improving Polices and Rules was "Very Important." Only 39% of state administrators and 37% of students ranked Policies and Rules as "Very Important."
  - By contrast, 55% of the SASAs, especially those on the neighbor islands, rated Policies and Rules as very important.
  - In addition, parents (58%) and the general public (54%) perceived the need to improve Policies and Rules.
  - "Eliminating unnecessary or outdated regulations and red tape" drew the highest ratings as a "Very Important" need across all Department staff groups (range 56% to 72%).
  - Only 2 of 22 interview groups selected Policies and Rules as a priority for discussion.
  - However, a total of 17 of 22 interview groups discussed issues relating to Policies and Rules in 6 other areas: Accountability, Administration, Curriculum and Instruction, Funding, School Environment, and Staffing.

Relationship to other areas

- Polices and Rules were related to other areas as follows:
  - Effective *Administration* requires policies and rules which are relevant, internally consistent and coherent and which do not over-regulate the system.
  - *Accountability* requires policies and rules which clarify roles and responsibilities and consequences for results.
  - Competent and caring *Staffing* requires policies and rules which clarify job expectations and provide support for the attainment of the expectations.
  - Quality *Curriculum and Instruction* requires policies and rules which support standards-based education.
  - Positive *School and System Environment* requires policies and rules which support a healthy physical environment and positive working relationships (between teacher-student, administrator-teacher, system-parent/community etc).

  - Adequate and equitable *Funding* requires policies and rules which set forth and justify the system's vision and goals and the funding and resources necessary to achieve them.

Summary interpretations

- Policies and rules are an important tool for communicating goals and desired expectations for the education system and providing guidance on how to proceed in achieving them.

- Special attention must be given so that policies and rules do not overburden or over-regulate the work and efforts of system participants.

- There may be a need to:

  - Examine if existing polices, rules, collective bargaining provisions interfere with the attainment of Board of Education goals and priorities; and

  - Write or rewrite polices and rules, or renegotiate collective bargaining provisions if necessary.

POLICIES AND RULES

How is this area described?

- For the VoicePolls, Policies and Rules was defined as follows: "Streamlining policies and rules to better support teaching, learning and school operation."
- For the interviews, Policies and Rules was defined as: "Having policies and rules that enable schools and the system to meet important educational needs and solve problems without imposing undue burden and red tape."
- For the surveys, Policies and Rules was defined as: "Having policies and rules that cover important needs and problems facing public education without imposing undue burden or red tape." Staff survey questions related to:
    - the internal consistency and coherency of policies and rules;
    - whether policies and rules facilitate SCBM and encourage parent and community participation;
    - whether policies and rules support standards-based reform; and
    - the necessity and relevancy of existing policies and rules.

Sources:
- Surveys: Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls: Parents, General Public
- Interviews: Focus Groups, Individuals

What is important background information in this area?

- The 1996 State Legislature passed a recodification law which resulted in a reorganization of education statutes.
- Currently, the Board of Education is reviewing existing BOE policies and attendant rules and regulations to be internally consistent and coherent with education statutes.

What is the nature of the problem in this area?

Existing Data

- Policies and rules negatively affect teacher morale by creating excessive paperwork for special needs students.
  [Source: *Blue Ribbon Commission on Teacher Morale*, 1998]

- Policies and rules negatively affect teacher morale by adding more "to the plate without anything taken off."
  [Source: *Blue Ribbon Commission on Teacher Morale*, 1998]

- Policies and rules negatively affect teacher morale by not institutionalizing teacher collaboration and planning time.
  [Source: *Blue Ribbon Commission on Teacher Morale*, 1998]

- Union policies relating to compensation, incompetent teachers, payroll lag and political endorsements negatively affect teacher morale.
  [Source: *Blue Ribbon Commission on Teacher Morale*, 1998]

- Policies and rules result in excessive paperwork and workload for repair and maintenance tasks.
  [Source: *School Head Custodian Networking Committee Conference*, 1998]

- Policies and rules result in unclear roles and responsibilities and conflicting demands on head custodians.
  [Source: *School Head Custodian Networking Committee Conference*, 1998]

- Policies and rules do not promote flexible scheduling in order for head custodians to carry out new roles and responsibilities.
  [Source: *School Head Custodian Networking Committee Conference*, 1998]

- Unions, including collective bargaining policies, guidelines, and rules, are seen as critical barriers to true change.
  [Source: *New Ways of Thinking About Education*, 1998]

- Inflexibility, centralized control, bureaucratic rules and regulations are seen as critical barriers to change. Change needs to be geared toward more local control, decentralization and de-bureaucratization.
  [Source: *New Ways of Thinking About Education*, 1998]

- Rules and regulations tend to create uniformity and sameness. Uniformity and sameness does not create equity. Schools need to be responsive to the needs of the community and their students.
  [Source: *New Ways of Thinking About Education*, 1998]

Survey Comments

- **What are people saying about problems in this area?**

"We are constantly hampered in our teaching by all the "red tape," inconsistency from one department to another, given the "run around" and not given the professional respect and right to teach our classes properly."

Teacher

"District personnel should have more direct contact with the schools. They should visit schools regularly to experience first hand the happenings in the schools and the issues facing students and teachers. We don't need another memo; we need contact."

Teacher

"The policy of 45 minutes for Teacher Preparation Time is ridiculous. Who is kidding who? We have 45 minutes to prepare for all copying, office sign-in, parent correspondence, behavior records that need to be written, mailed or filed, scheduling with other teachers, counselors, reading school bulletins, phone calls to parents. THIS IS A MORALE KILLER."

Teacher

"Multiple end-of-year reports and proposals from state and district are ridiculous."

School Administrator

"Reduce paperwork and red tape or increase clerical staff to help out. I prefer the former."

School Administrator

"Remove restrictions on purchasing of services and equipment, site visitations, one-vendor travel agency, limited price listings and personal service providers."

School Administrator

"Policies need to be fewer and broader. Let individual schools interpret how they can best be applied in their communities. Realize that what works on O'ahu many not work on a neighbor island."

School Administrator

"Schools should be allowed to make decisions about organization, calendar, policies, etc. without going through the SCBM red tape and board approval. If the responsibility is with the administrators then the decisions should be theirs too. So much time and energy is spent on layers and steps of hearings–school, district, state, BOE – for a few issues. Unproductive."

School Administrator

"Give schools staff development days throughout the school year without the red tape."

School Administrator

"We are drowning in the sea of administrative tasks. We need HELP! Our SASAs and clerks have so much to do, administrators are left to do much of our own clerical work."

School Administrator

"Procurement is a bureaucratic, cumbersome process that discourages schools from getting the most for their dollar, from going outside of the system to contract private vendors. It takes too much time and resources to make sure a $5.00 item goes through proper procedures that took over $1,200 of manpower to kick back to the school."

School Administrator

"We need to review all of the policies that BOE has passed and get some data as to their effectiveness. Many are descriptive and do not provide guidance for enacting the policy."

School Administrator

"Get rid of procurement contracts that bind everyone. We here on the outer islands get short changed. Did you know we have send our computers to Honolulu for repair and maintenance? What a waste of time and money!"

SASA

"Update operational manuals. Cut down on paperwork and forms we have now. Wasting too much time and effort."

SASA

"Get rid of the some of the red tape in hiring staff. Hiring someone from a list sometimes does not give us a qualified employee."

SASA

"Eliminate or pare down the incredible number of rules, policies and regulations that require a mountain of paperwork. Eliminate duplication of information required with the DOE and DOH."

District Administrator

"When the department attempts to fill vacant, non-principal EO positions, it should not limit the first round of hiring to "in-house" DOE employees. If the practice is based on existing contracts or rules, the legal instruments should be amended."

State Administrator

"Rules and regulations need to be consistently administered rather than allowing one person or persons exceptions that clearly should not be allowed."

State Administrator

"There is a need to reduce the high number of overhead and bureaucracy in terms of curriculum developers who have not produced a current, usable curriculum and other teachers who have been promoted into positions that may not help students or classroom teachers."

Parent

"It is very important that the administration streamlines a lot of the processes and policies that people have to go through. The policies and procedures are totally out of control."

Parent

"Get the money to the schools. Don't restrain the DOE budget with red tape and administrative bureaucracy."

Parent

"The BOE has bureaucratized SCBM with its waiver and exceptions process. What a joke!"

Parent

Group and Individual Comments

- **What are people saying about problems in this area?**

"Budget and personnel procedures interfere with smooth running of a school. We often loan money out of our own pockets to our newly hired teachers and clericals until they can get their first paycheck. It takes months."

School Administrator

"Why does the budget office need to know the lesson plans for a purchase of $15.00 of cooking supplies from Times Supermarket?"

Teacher

"We need a class by the DOE Personnel Department on how to fill out all the paperwork (to apply for teaching position)."

Student Teacher

"A parent has to be highly intelligent and willing to go through stacks of paperwork and fire to get help for their special needs child."

Parent

"It takes too long to get things out of the bureaucracy. Too many steps, too many stops. The Attorney General has to approve the cutting of checks. Why? Because vouchering does not flag the special education payments and too many mistakes are made."

State Agency Representative

"Surely, there must be a more efficient way of handling personal service contracts. Is all that paperwork necessary? And why does it take so long?"

Community Person

"If you can't get the right fit of principals and teachers, nothing is going to improve. Rules to select principals and teachers stand in the way of schools communities getting the right fit."

Parent

"The needs of schools across the state are not the same. Rules and staffing formulas do not fit the needs of our rural community. We have different needs and values but we have to follow some rule that treats us like we are the same as everyone else."

Parent

"Board and department policies and rules keep adding more and more to our list of things to do. Some mandates just don't fit with the realities of school life and send us off into too many directions."

School Administrator

Summary Observations: Overall the surveys and interviews, what are people saying about problems in this area?

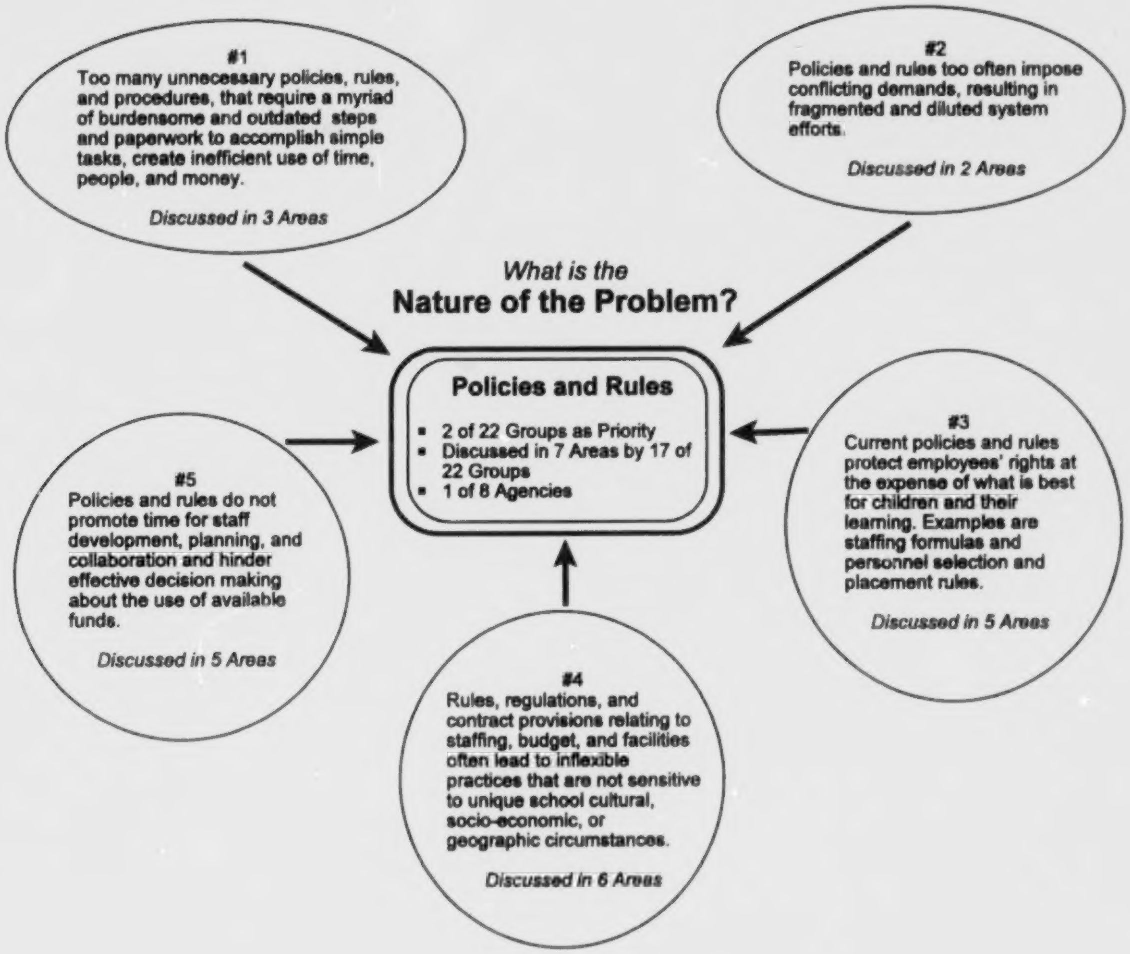
#1 Too many policies and rules that require a myriad of burdensome and outdated steps and paperwork to accomplish simple tasks, create inefficient use of time, people, and money.

#2 Policies and rules too often impose conflicting demands on the system, resulting in fragmented and diluted system efforts.

#3 Current policies and rules protect employees' rights at the expense of what is best for children and children's learning. Examples are staffing formulas and personnel selection and placement rules.

#4 Rules, regulations, and contract provisions relating to staffing, budget, and facilities often lead to inflexible practices that are not sensitive to unique school cultural, socio-economic, or geographic circumstances.

#5 Policies and rules do not promote time for staff development, planning and collaboration and hinder effective decision making about the use of available funds.



What is the
Nature of the Problem?

Policies and Rules

- 2 of 22 Groups as Priority
- Discussed in 7 Areas by 17 of 22 Groups
- 1 of 8 Agencies

#1
Too many unnecessary policies, rules, and procedures, that require a myriad of burdensome and outdated steps and paperwork to accomplish simple tasks, create inefficient use of time, people, and money.

Discussed in 3 Areas

#2
Policies and rules too often impose conflicting demands, resulting in fragmented and diluted system efforts.

Discussed in 2 Areas

#3
Current policies and rules protect employees' rights at the expense of what is best for children and their learning. Examples are staffing formulas and personnel selection and placement rules.

Discussed in 5 Areas

#4
Rules, regulations, and contract provisions relating to staffing, budget, and facilities often lead to inflexible practices that are not sensitive to unique school cultural, socio-economic, or geographic circumstances.

Discussed in 6 Areas

#5
Policies and rules do not promote time for staff development, planning, and collaboration and hinder effective decision making about the use of available funds.

Discussed in 5 Areas

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What do data tell us about the importance of improving this area?

Existing Data

- Within the top 7 categories for negative teacher morale were: (1) policies and rules that increase the paperwork relating to special needs students; (2) policies and rules that increase teacher workload; and (3) HSTA policies.
  [Source: *Blue Ribbon Commission on Teacher Morale*, 1998]

- Within the top 10 problems facing public education were "inflexibility, centralized control, bureaucratic rules and regulations."
  [Source: *New Ways of Thinking about Education*, 1998]

- Within the top 4 problems facing head custodians were policies and rules which result in: (1) inflexible work schedules; (2) unclear roles and responsibilities of head custodians; and (3) burdensome facilities repair and maintenance paperwork.
  [Source: *School Head Custodian Networking Committee Conference*, 1998]

Survey Data

- Among all Department staff groups surveyed, Policies and Rules did not rank high as a need area (ranked 11th out of 12 areas).

- Only 48% of the total respondents surveyed (i.e., average percentage across role groups) indicated that improving Polices and Rules was "Very Important." Only 39% of the state administrators rated Policies and Rules as "Very Important."

- By contrast, 55% of the SASAs, especially those on the neighbor islands, rated Policies and Rules as "Very Important."

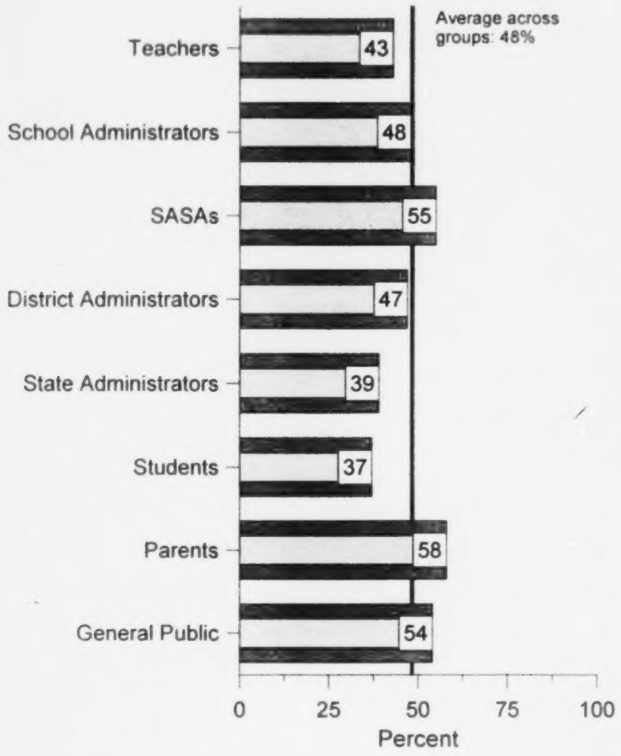
- In addition, parents (58%) and the general public (54%) perceived the need to improve Policies and Rules as higher in importance than did students (37%).

- Of the four specific Policies and Rules questions used on staff surveys, "eliminating unnecessary or outdated regulations and red tape" drew the highest ratings as a "Very Important" need across all Department staff groups (range 56% to 72%).

- The Policies and Rules question, "facilitate School/Community-Based management and encourage participation by parents and the community," drew the lowest ratings across all Department staff groups (range 16% to 43%).

131

Policies & Rules Area
"Very Important" Ratings by Group



Group and Individual Interview Data

- For the Interviews, Policies and Rules was defined as "Having policies and rules that enable the schools and the system to meet important educational needs and solve problems without imposing undue burden and red tape."

- Two (2) of 22 groups selected Policies and Rules as a priority for discussion: 1 of 4 teacher education groups and 1 of 2 school administrators groups.

- A total of 17 of 22 groups discussed issues relating to Policies and Rules: 2 of 3 parent groups; 5 of 5 school community groups; 1 of 4 teacher education groups; 3 of 4 business community groups; 2 of 2 principal groups; 2 of 2 system level groups; 1 of 1 higher education group; and 1 of 1 professional education coalition.

- Policies and Rules issues were noted in 6 other areas: Accountability, Administration, Curriculum and Instruction, Funding, School and System Environment, and Staffing.

- One (1) community agency of 8 agencies discussed issues relating to Policies and Rules: Hawai'i Association of Independent Schools.

What else should be considered?

- Polices and Rules ranked 11th of the 12 improvement areas (average rank) in terms of importance as a need. However, concerns about Polices and Rules were often embedded in other areas.

- As one focus group participant noted, "Polices and rules are only words on paper. We're concerned about the effect of the polices and rules in the other areas. How do policies and rules affect the quality staffing, school funding etc?"

- SASAs, parents, and the general public ranked this area higher than other role groups, and state administrators ranked this area lower than other role groups.

- Polices and Rules issues were often embedded within or discussed in conjunction with 6 other areas: Accountability, Administration, Curriculum and Instruction, Funding, School and System Environment, and Staffing.

- Polices and Rules were related to other areas as follows:
    - Effective *Administration* requires policies and rules that are relevant, internally consistent and coherent and that do not over-regulate the system.
    - *Accountability* requires policies and rules that clarify roles and responsibilities and consequences for results.
    - Competent and caring *Staffing* requires policies and rules that clarify job expectations and provide support for the attainment of the expectations.
    - Quality *Curriculum and Instruction* requires policies and rules that support standards-based education.
    - Positive *School and System Environment* requires policies and rules that support a healthy physical environment and positive working relationships (between teacher-student, administrator-teacher, system-parent/community, etc.).
    - Adequate and equitable *Funding* requires policies and rules that set forth and justify the system's vision and goals and the funding and resources necessary to achieve them.

- Future strategic planning processes might be well-advised to identify where polices, rules, and collective bargaining provisions could be interfering with or preventing the attainment of Board of Education goals and priorities.

- It may be necessary to write or rewrite polices and rules, or renegotiate collective bargaining provisions in order to support the attainment of desired goals and actions. Caution should be exercised that policies and rules do not over-regulate system work and action.

Where did we get this information?

- *Blue Ribbon Commission on Teacher Morale, Preliminary Report* (State of Hawai‘i; Fall 1998)
- *New Ways of Thinking About Education* (Civic Forum on Public Schools; May 1998)
- *School Head Custodian Networking Committee Conference*, Honolulu, HI (May 1998)
- Surveys – Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls – Parents, General Public
- Interviews – Focus Groups, Individuals

Research and Development

RESEARCH AND DEVELOPMENT

Summary

Description of this area

Getting and using information to increase effectiveness of teaching, learning, and school operations.

Nature of the problem

Respondents to the Comprehensive Needs Assessment surveys provided over 2,400 open-ended comments, and participants in interviews provided 30 recorded discussions. Stakeholders' comments about their experiences are particularly valuable for gaining insight into the nature of problems, issues, and concerns with our school system. Content analysis and synthesis of those comments and interview discussions suggest the following summary observations about the nature of problems with Research and Development in the schools.

#1 In and of themselves, educational research and policy studies and their findings, both local and national, are not valued by the DOE, Board of Education, or the schools.

#2 Information and findings about Hawai'i public schools, the DOE, and its participants often are inaccessible, insufficient or non-existent, thereby hindering sound decision-making and accountability efforts.

#3 Educational research and policy studies and their findings tend not to be used well, if at all, to guide and explain (justify) decisions about policies and programs, and to support school improvement and reform efforts by the DOE, Board of Education, or schools.

#4 In many instances Research and Development can be seen as an underlying need or solution to problems in other improvement areas. Its value may reside in its linkages to other areas.

Importance of this area

- **Why is this area important?**

  Research and development activities, which are rooted in studious inquiry or examination, form the basis for needs assessment and evaluation. They are used to inform planning, design, and resource allocation decisions. Research and Development provides a systematic way of "learning from the experiences of others" to avoid making the same mistakes over and over, thereby optimizing the chances for achieving success and maximizing the best use of resources.

- **Empirical findings**
  - In both the telephone polls and the paper surveys, but especially in the former, the term "research and development" inadvertently seems to connote the idea of investigation into the best way of doing things with products that may be "nice to have" but not essential. When measured this way, the concept is not a popular one. If "research" is viewed as an *integral* or necessary part of measuring educational activity, accurately measuring educational outcomes, or assessing the impact of education, results are quite different.

  - Research and Development came in last (i.e., ranked 12th) for six out of eight stakeholder groups surveyed. The exceptions were district administrators, who rated it second to the last, and students, who rated it eighth.

  - Forty-nine percent (49%) of district administrators indicated Research and Development was "Very Important." (But, among teachers the figure was 24%, the lowest rating among the 12 improvement areas.)

  - For the interviews, Research and Development was selected by one group as a stand-alone improvement area. However, analysis of the interview data revealed that Research and Development issues were so interrelated with Administration and Curriculum and Instruction issues that isolating them became difficult.

  - Interview data indicated that Research and Development per se may not be valued by the community as an important improvement area and may not be viewed as a critical factor in improving public education.

  - Research and Development was selected by one of 22 groups as a priority for discussion: 1 of 4 teacher education groups.

  - Four (4) of 22 groups discussed issues relating to Research and Development: 2 of 4 teacher education groups and 2 of 2 system-level groups.

  - Research and Development issues were noted in 4 need areas: Administration, Curriculum and Instruction, Research and Development, School and System Environment.

  - None of the eight state or community agencies discussed issues relating to Research and Development.

Summary interpretations
The term "research and development" appears to have limited intrinsic appeal, and no stakeholder group seems to value it as an important improvement area. Research and Development, however, undergirds a host of other areas, such as Accountability (personnel evaluation, student assessment, and school evaluation), Administration (data-driven planning and data-based decision-making), Staffing (improved, research-based teacher training programs), Standards (HCPS) Implementation (research-based knowledge and technical support for standards-based reform, performance

assessments), Curriculum and Instruction (new research-based curricular programs and instructional strategies), Student Outcomes and Performance (research-based student achievement strategies), and Technology (technical support for the collection, retrieval, organization, and utilization of data). Its true value in public education may reside in these linkages.

RESEARCH AND DEVELOPMENT

How is this area described?

- The description provided in the VoicePolls was as follows: "The Hawai'i public school system conducts ongoing research in areas such as effective school practices, program evaluation, and graduate follow-up. How important is it to increase research and development efforts?"
- For the interviews, Research and Development was defined as "getting and using information that increases effective decision-making and planning about instruction and learning as well as about school and system operations."
- The written surveys for students and department staff described Research and Development as "getting and using information to increase effectiveness of teaching, learning, and school operations."
- Specific aspects of research and development were included in questions on the surveys of department staff. Those questions involved:
    - ☐ the availability of information to identify and explain the differences between successful and unsuccessful programs or schools;
    - ☐ the use of student achievement as the primary criterion for evaluating the success of an academic program or curriculum; and,
    - ☐ the availability of information on students and graduates to assess the adequacy of their preparation for continued education or work.

Sources:
- ☐ Surveys: Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- ☐ VoicePolls: Parents, General Public
- ☐ Interviews: Focus Groups, Individuals

What is important background information in this area?

- In Hawai'i public education, the relative importance and viability of the research and development function historically have been dependent largely on who fills the superintendency.
- In the early 1970s the department had a separate Office of Research and Planning. When the office was disbanded, the planning and evaluation functions were lodged

140

in the Office of the Superintendent and remained there for a long while. Effective 1996, the Planning and Evaluation Branch was moved from the Office of the Superintendent and merged with the Office of Instructional Services, which was renamed the Office of Accountability and School Instructional Support.

- Due for the most part to resource constraints, the Planning and Evaluation Branch engages in a finite number of systemwide evaluation activities and programmatic evaluations requested by the schools, superintendent, or Board of Education. A fair amount of its work is contracted out, provided moneys are available.
- Schools have little or no capacity for performing in-depth research and development. Those schools that choose to research an issue or evaluate a program have the option of using their lump-sum moneys to hire independent contractors for such services.
- Teacher preparation programs generally include little or no formal training in statistics or measurement.

What is the nature of the need area?

Survey Comments

- **What are people saying about problems in this area?**

"Changes or new programs should be research-based."

Teacher

"Implement and enforce standards-based education. Massive professional development probably [is] needed."

Teacher

"Performance-based assessments in addition to standardized tests. Must directly tie into content and performance standards."

Teacher

"Performance-based assessment for teachers, help for those who need it, and removal of the un-fixable."

Teacher

"Teachers need to learn how to assess (not grade) children and be willing and able to make instructional decisions based on what they find. Get teachers out of the rut of doing things the same way they've always done them if those things don't work anymore."

Teacher

"Hold all parties accountable – child, teacher, parent, etc."

Teacher

"We need a completely focused, coordinated, and integrated system among all state departments for access and use of available data (e.g., MacSchools, SAT, HSTEC, etc.). The schools need a functional database system to be able to evaluate programs, student and teacher performance, needs, etc."

School Administrator

"Paper processing and redundancy of information requested can be streamlined through the use of technology. As much as possible, whatever can be placed on a common database of student/teacher, [or] school information should be connected so that access to relational databases can be accomplished by all administrators to facilitate planning and communications. Unfortunately we are inundated with data and do not know how to organize and utilize this data so that we can communicate to our role groups relevant information that will help schools improve student performance. Workload tasks need to be rethought in terms of how to increase administrative involvement in curriculum and instruction, assessment and direct evidence of student learning. Our schools need to be data- (quantitative and qualitative) driven through a plan that involves all role groups. Connections to budget resources would help to allocate resources more in line with our school-wide action plans. Although school is a most challenging place to be, at any time one does not know if one is going anywhere at all."

School Administrator

"SIS doesn't support the schools! We have to redo their errors. The BOE priorities do not always align with long-range plans of a school. There needs to be an easier way to remove teachers who do not teach or teach well."

School Administrator

"1. Clarification of educational tasks (what is to be taught) with a reasonable accountability system. 2. Development of a secondary academy to address high school issues, including schedule/TIME, teacher-pupil relationships/ratio, curriculum based on standards, instructional approaches, and so forth. 3. Improved personnel accountability systems for EOs, teachers and classified staff. 4. An effective staff development system that revolves around district or complex priorities/needs. 5. Reconfiguration of the span of control to be workable."

School Administrator

"To improve student achievement: Greatest impact is at the classroom level. Children learn when they are taught using strategies that are brain compatible and in an atmosphere of safety and security. We must give teachers the training and support they need to facilitate learning. Students with a history of disruptive behaviors should be placed in highly structured alternative educational settings focused on teaching social skills, academic restructuring at their level, and behavior intervention with the ultimate goal of mainstreaming them back unto the regular setting. Too often, excellent teachers cannot teach because of disruptive students who need help on an individual basis to work out their problems, and money for this support is not available."

School Administrator

"1. Parents evaluating teachers and administrators' performance. 2. Teachers' evaluation of school administrators. 3. Making administrators accountable for all violations involving student enrollment for the September count. Someone needs to look into double counting between year-round and traditional calendar transfers. The clerical staff feels pressure to keep students on enrollment even if they request a transfer to mainland or private schools. This is to insure keeping present faculty members. 4. Investigation of nepotism in hiring practices."

SASA

"1) ...computer data inputs of student information...result in overlapping of information, [but] schools still are required to submit the same information to the requesting office. 2) All schools should have the same technological capacity. 3) Direct communication (of changes to all pertinent staff and departments) with OBS needs improvement. 4) DOE/State of Hawai'i government should be more ethnocentric towards each school's uniqueness relative to community culture, incomes, and special needs.

SASA

"Everyone in the Department of Education–school level staff (teachers, clerical [staff], custodians, cafeteria workers), complex (SRSs, diagnostic teams, BMRTs, etc.), district (DSs, DDSs, SPED, Special Services), state (OPS, OASIS, OPS, OITS, etc.)–must be focused on helping all students achieve [the] standards (revised HCPS). 2. State, districts, complexes, schools, and teachers must identify performance targets to help all students achieve [the] standards by the time they graduate from high school. All these entities must use results/data-driven efforts/initiatives to implement changes that will enable all students to meet [the] standards. 3. Schools need the funding and personnel to conduct comprehensive school reform to help all students achieve [the] standards. However, even if schools have all the funds and personnel to conduct school reform, they will not be successful without the research-based knowledge, processes, and technical support needed to conduct standards-based reform. Schools need the model, the processes, and technical support–the 'how to' to successfully undergo standards-based school reform and to help all students achieve [the] standards."

District Administrator

"1. Instruction and accountability based on standards and student achievement. 2. Elimination or paring down of the incredible number of rules/policies/regulations that require a mountain of paperwork. 3. Elimination of paperwork duplication of information required – i.e., [between] DOH and DOE. 4. One computer system for all data! Input and access through one source."

District Administrator

"What I think would have the greatest impact would be research and development. The more opportunities offered to the students and their interests, the better they will turn out as adults. In schools there are only a limited amount of opportunities and we have to choose only from those things. For instance, choices involving our future careers. Students can research their careers beforehand and take classes to experience more about [them]."

Student

"I think the most important thing is using the research that's already been done and all the information and knowledge that's already there to improve teacher training, and less emphasis on testing the kids..."

Parent

"I think keeping up with what's going on in the mainland and maybe doing that every other week, every other day program where instead of going to 6 classes, you go to 3 classes. I think that just keeping up with maybe a better way of learning and offering as much support as private schools offer in curriculum [will have the greatest impact]. And, of course, teacher education. Continuing ed is important. Thank you."

Parent

"The most important factor and change needed is more comprehensive and realistic child development studies because children in the public school and indeed most schools in Hawai'i are seen as miniature adults. [They're] not seen as going through various stages and needs ,depending on their age. And this is shown by the inappropriate use of technology with very young children–educators thinking that a mouse and screen engage young people in real learning, whereas young children need to be engaged directly with people and with their environment..."

General Public

"I would like to see the different programs that have been studied and attempts to implement in the past be evaluated. I would like to see something carried on for once instead of constantly changing from one program to another. I think there have been very many good things, and there's much research that has been done, and there's much groundwork..."

General Public

"I'm an educator and I've been researching how we can help in literacy, and one of the things that would help a great deal is to make more effective use of the captioned TV..."

General Public

"To improve the performance standards to include specific objectives. They're too general."

General Public

"I believe the standards need to be heightened so that we can compete with the mainland students."

General Public

"We need to make sure that our kids are equivalent [to] or ahead of the mainland kids and [kids in] other countries that are [more advanced]. Our kids need to get up to those standards and be taught and know the responsibility of [getting] an education. Very, very important so that they can survive in life and work and get a job anywhere."

General Public

"I think the level of curriculum and standards in elementary school needs to be increased. Coming from the mainland, [I think] your standards here in Hawai'i are far below...[those of] the mainland..."

General Public

"Two things need to be done. One, you need to have tests evaluating teachers' competence to teach subjects. And two, you need to have standardized tests for every student...you only pass the grade or move up if you pass the standardized test. I teach at the community college here on the Big Island and, to be honest, at least half of the students who come from the public school system here are barely literate to functionally illiterate. And, at best, [the other half] are only slightly literate. I mean the truth of the matter is that even the best students in the system are very poor. They can barely read..."

General Public

"Individual students who take core curriculum subjects at the high school level should be required to take a state standardized test at the conclusion of the subject in order to receive credit for that subject...That's the only way we're going to raise the academic standards..."

General Public

"Measure learner outcome and hold teachers accountable."

General Public

"I think the middle school concept should be evaluated. Some of the things that are utilized, like heterogeneous grouping, doesn't work for classes like math because I don't think the algebra students should be mixed with the regular general math students."

General Public

Group and Individual Interview Comments

- **What are people saying about problems in this area?**

"Does the DOE even have a database for studying student needs and making conclusions about the needs?"

School Community

144

"The DOE does not place sufficient value on continuous educational research. On top of that, the DOE does not even use their existing database to select or justify educational and instructional decisions."

Professional Education Coalition

"It's real scary. DOE does not use research to support or justify the placement of special education and second language education students."

State Staff

"We know next to nothing about our teachers. There is no accessible data on teacher placement relative to their training or on what is actually being taught by teachers."

Teacher Educator – Higher Educ.

"Have we done any research on how to develop the view of teaching as a profession? how to provide professional ongoing training that is structured over time? how to develop tools to assess student understanding?"

Teacher Educator – Higher Educ.

"The DOE has not been an educational leader in conducting or coordinating needed research or utilizing available research resources such as the University of Hawai'i, Curriculum Research and Development Group, College of Education, etc."

Teacher Educator – Higher Educ.

Summary Observations: Over all the surveys and interviews, what are people saying about problems in this area?

#1 In and of themselves, educational research and policy studies and their findings, both local and national, are not valued by the DOE, Board of Education, or the schools.

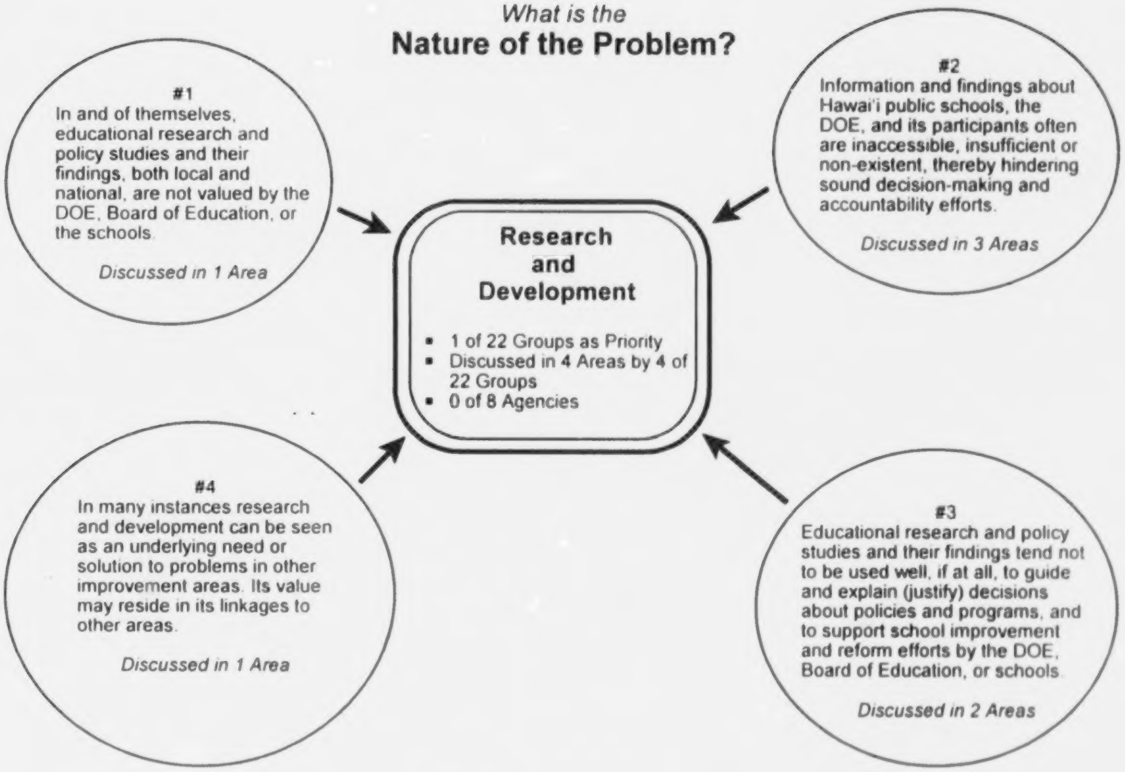
#2 Information and findings about Hawai'i public schools, the DOE, and its participants often are inaccessible, insufficient or non-existent, thereby hindering sound decision making and accountability efforts.

#3 Educational research and policy studies and their findings tend not to be used well, if at all, to guide and explain (justify) decisions about policies and programs, and to support school improvement and reform efforts by the DOE, Board of Education, or schools.

#4 In many instances research and development can be seen as an underlying need or solution to problems in other improvement areas. Its value may reside in its linkages to other areas.

What is the

Nature of the Problem?



Research and Development

- 1 of 22 Groups as Priority
- Discussed in 4 Areas by 4 of 22 Groups
- 0 of 8 Agencies

#1
In and of themselves, educational research and policy studies and their findings, both local and national, are not valued by the DOE, Board of Education, or the schools.

Discussed in 1 Area

#2
Information and findings about Hawai'i public schools, the DOE, and its participants often are inaccessible, insufficient or non-existent, thereby hindering sound decision-making and accountability efforts.

Discussed in 3 Areas

#3
Educational research and policy studies and their findings tend not to be used well, if at all, to guide and explain (justify) decisions about policies and programs, and to support school improvement and reform efforts by the DOE, Board of Education, or schools.

Discussed in 2 Areas

#4
In many instances research and development can be seen as an underlying need or solution to problems in other improvement areas. Its value may reside in its linkages to other areas.

Discussed in 1 Area

What do the data tell us about the importance of improving this area?

Existing Data

- At a statewide conference in Honolulu, 114 diverse citizens, who met to discuss new ways of thinking about education, identified student assessment and evaluation measures among nine top improvement needs.
  [Source: *New Ways of Thinking About Education*, 1998]

- During the course of their year long effort to develop a strategic plan for the department's Comprehensive Assessment and Accountability System, work groups comprised of more than 90 participants identified the following problems related to accountability and evaluation:

  - ▫ The existing staff evaluation procedures, both of teachers and administrators, are inadequate and should be replaced by "duties-based" systems that support Hawai'i's emphasis on student learning.

  - ▫ The existing student assessment system is at its limit while addressing only large-scale accountability; it is but marginally useful for school improvement or for assessing progress toward the Hawai'i Content and Performance Standards.

  - ▫ The current instruments for school evaluation only describe status; they neither explain nor evaluate the information presented.

  - ▫ The Department's data infrastructure to support assessment and accountability activities needs considerable attention to problems with data definition, roles and responsibilities, compatibility of computer systems, and technical support for users.

  Solutions to these problems, particularly those involving the development of a duties-based staff evaluation program and the improvement of the student assessment system and school evaluation, will require considerable operational development work and resources.
  [Source: *CAAS Strategic Plan*, 1997]

- The Hawai'i State Commission on Performance Standards recommended that if the Department of Education requires assessment of established student performance standards, resources and support must be provided to:

  - ▫ Review and learn from local efforts;

  - ▫ Continue to participate in the development of authentic assessment in history with the Center for Research on Evaluation, Standards and Student Testing (CRESST) at the University of California at Los Angeles; and

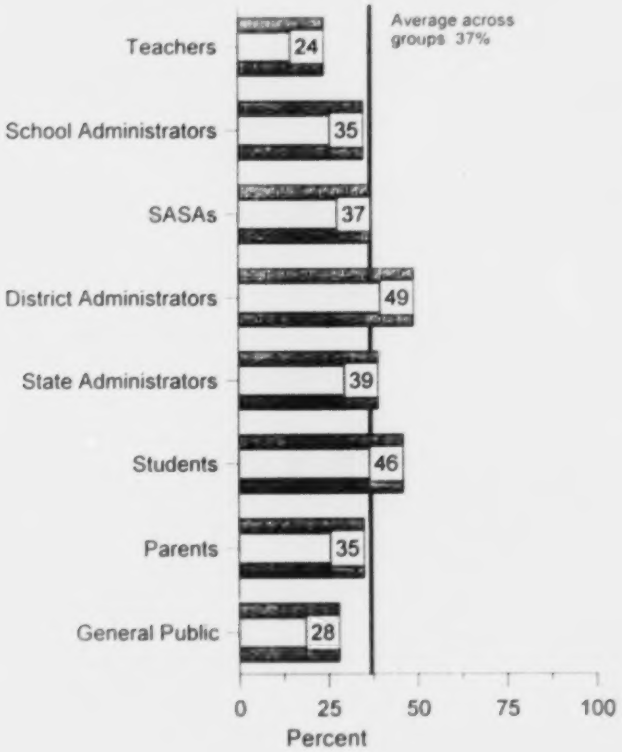
- Join the New Standards Project.

- Little progress has been made since the report was published, primarily due to lack of funding.
  [Source: *Final Report*, 1994]

Survey Data

- Forty-nine percent (49%) of district administrators indicated Research and Development was "Very Important." (But, among teachers the figure was 24%, the lowest rating among the 12 improvement areas.)

Research & Development Area
"Very Important" Ratings by Group



- In both the telephone polls and the paper surveys, but especially in the former, the term "research and development" inadvertently seems to connote the idea of investigation into the best way of doing things with products that may be "nice to have" but not essential. When measured this way, the concept is not a popular one. If "research" is viewed as an *integral* or necessary part of measuring educational activity, accurately measuring educational outcomes, or assessing the impact of education, results are quite different.

- Research and Development came in last (i.e., ranked 12th) for six out of eight stakeholder groups surveyed. The exceptions were district administrators, who rated it second to the last, and students, who rated it eighth.

- Of the three Research and Development questions used on the staff surveys, the availability of information to identify and explain successful and unsuccessful programs or schools drew the highest ratings as a "Very Important" need.

- Of the three Research and Development questions used on the staff surveys, the availability of information on students and graduates to assess the adequacy of their preparation for continued education or work received the lowest ratings.

- Both at the indicator level and at the item level, there was consistency in the ratings given to Research and Development by role group. That is, the highest ratings were given by district administrators while the lowest ratings came from teachers.

- Survey respondents provided a low number of open-ended comments about Research and Development compared to the number of comments in other areas: teachers (0.3%), school administrators (0.9%), SASAs (1.5%), district and state administrators (0.6%), students (0.1%), parents (0.0%), and general public (0.2%). (See Appendix B, pages B-36 through B-39.) Respondents' comments tended to confirm the nature of Research and Development issues assumed in the survey questions.

- More often than not, the comments tended to highlight linkages between Research and Development and the other improvement areas, most notably, Accountability, Administration, Staffing, Standards (HCPS) Implementation, Curriculum and Instruction, Student Outcomes and Performance, and Technology.

Group and Individual Interview Data

- For the interviews, Research and Development was selected by one group as a stand-alone need area. However, analysis of the interview data revealed that Research and Development issues were so interrelated with Administration and Curriculum and Instruction issues that isolating them became difficult.

- Interview data indicated that Research and Development per se may not be valued by the community as an important improvement area and may not be viewed as a critical factor in improving public education.

- Teacher education groups and system-level groups tended to rank Research and Development as a more important improvement area than other role groups.

- Research and Development was selected by one of 22 groups as a priority for discussion: 1 of 4 teacher education groups.

- Four (4) of 22 groups discussed issues relating to Research and Development: 2 of 4 teacher education groups and 2 of 2 system-level groups.

- Research and Development issues were noted in 4 improvement areas: Administration, Curriculum and Instruction, Research and Development, School and System Environment.

- None of the eight state or community agencies discussed issues relating to Research and Development.

What else should be considered?

- Statistical analysis of the survey results found significant differences among department staff with respect to the specific Research and Development questions.

  - The availability of information to identify and explain the differences between successful or unsuccessful programs or schools was rated "Very Important" by 55% of district administrators, 48% of state administrators, 41% of SASAs, 40% of school administrators, and 26% of teachers. Obviously, there was significant variation between staff groups.

  - There also was significant variation between staff groups for the use of student achievement as the primary criterion for evaluating the success of an academic program or curriculum. "Very Important" ratings were given by 49% of district administrators, 35% of state administrators, 34% of school administrators, 32% of SASAs, and 19% of teachers.

  - Regarding the availability of information on students and graduates to assess the adequacy of their preparation for continued education or work, there was significant variation by school level among teachers and school administrators. Predictably, more teachers at the high school level and at multi-level schools gave it a higher rating, as did school administrators at the middle or intermediate school and elementary school levels.

- Research and Development undergirds a host of other areas, such as Accountability (particularly in terms of personnel evaluation, student assessment, and school evaluation), Administration (data-driven planning and data-based decision-making), Staffing (improved, research-based teacher training programs), Standards (research-based knowledge and technical support for standards-based reform, performance assessments), Curriculum and Instruction (new research-based curricular programs and instructional strategies), Student Performance (research-based student achievement strategies), and Technology (technical support for the collection, retrieval, organization, and utilization of data).

- Frequently mentioned was the lack of a clear and relevant completion rate for schools, especially high schools. Also mentioned was the lack of acceptable methods for measuring the quality of education, the performance of teachers, and the performance of principals. All of these suggest links between Research and Development and Accountability.

- Analysis showed that there is no lack of data. What are missing are clear, relevant, and accurate definitions of school performance based on those data, and an effective means for communicating them to the public.

- Research and Development was related to the other improvement areas as follows:
    - To have effective Administration, there needs to be Research and Development to ensure educationally sound decisions.
    - To have quality Curriculum and Instruction, there needs to be Research and Development about best practices.

Where did we get this information?

- *Comprehensive Assessment and Accountability System Strategic Plan* (Department of Education; January 1997)
- *Final Report* (Hawai'i State Commission on Performance Standards; June 1994)
- *New Ways of Thinking About Education* (Civic Forum on Public Schools; May 1998)
- Surveys – Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls – Parents, General Public
- Interviews -- Focus Groups, Individuals

School and System Environment

SCHOOL AND SYSTEM ENVIRONMENT

Summary

Description of this area
Having a safe, caring, and supportive environment in which students and staff can learn and grow, to include:

- Effective discipline policies and practices;
- School facilities that meet all applicable health and safety, program, and enrollment requirements;
- Positive and supportive relationships between and among all participants throughout the system; and,
- Organizational culture that invites innovation and multiple viewpoints and is open to participation with those outside of the Department and school system.

Nature of the problem
Respondents to the Comprehensive Needs Assessment's surveys provided over 2,400 open-ended comments along with 30 recorded interviews. Stakeholders' comments about their experiences are particularly valuable for gaining insight into the nature of problems, issues, and concerns with our public school system. Content analysis and synthesis of those comments suggest the following summary observations about the nature of problems with School and System Environment in the Department of Education and schools:

#1 Little system support for innovation and risk taking perpetuates the following ineffective responses: (1) no response to needs or deficiencies; (2) a response that "it can't be done" because of policies, rules, regulations, past practices or liability; (3) a "one size fits all" approach to problem solving; (4) the continuous and repetitive use of proven ineffective solutions; and (5) hostility towards and isolation of those who propose alternative solutions.

#2 Lack of openness and receptiveness to views, participation and partnerships with those outside the department or school results in a lack of support for education and limits new ideas for solving problems. Participation may be discouraged or limited to those who do not "rock the boat." Schools and the Department appear threatened and insecure when those outside the system (i.e., parents, business, university personnel) seek meaningful involvement.

#3 Lack of criterion-based decision making and problem solving that balance diversity and equity issues results in either (1) idiosyncratic solutions for particular problems; or (2) inflexible solutions which do not allow for the unique needs of students, schools or communities.

#4 Lack of caring, nurturing, trusting, and respectful relationships between students and between teachers and students results in an environment that is not supportive of student learning. There is a need for teachers and administrators who are caring and motivated to assess and take steps to meet the learning and emotional needs of all children.

#5 Ineffective discipline and classroom management strategies which are punitive but do not address underlying causes of disruptions result in a learning environment that is unsafe, avoided, and not conducive to learning.

#6 Lack of mutual respect and supportive relationships among teachers and between school administrators and teachers, and among and between state staff results in working environments that are not conducive to quality job performance.

#7 Lack of coordination of repair and maintenance services and resources by DOE and DAGS results in the ineffective management of school facilities.

#8 Inadequate school facilities result in ineffective teaching and learning. School facilities are uncomfortable, unappealing, and ill-equipped to provide teachers and students with an environment that is conducive to learning.

Importance of improving this area

- **Why this area is important**
  School and System Environment is important because it describes the context or environment within which student learning occurs, including: (1) the relationships among system participants (students, teachers, principals, staff, parents, community, state/district personnel); (2) the attitudes and culture of the system; and (3) the physical environment (facilities, equipment, materials, supplies etc.).

- **Empirical Findings**
  - School Environment had an average ranking of 1.5 (tied with Curriculum and Instruction) out of 12 improvement areas among all groups surveyed.
  - Sixty-nine percent (69%) of the total respondents in the staff survey (i.e., average percentage) indicated that improving School and System Environment was "Very Important."
  - In addition, students (62%), parents (79%), and the general public (67%) perceived the need to improve School and System Environment as "Very Important."
  - 12 of 22 groups selected School and System Environment as a priority for discussion and a total of 20 groups discussed issues relating to this area.

Relationship to other areas

School and System Environment was related to other areas as follows:

- A safe, caring, and supportive School and System Environment requires caring and competent *Staffing* that understands the needs of students and their community and can implement effective discipline policies.

- A safe, caring, and supportive School and System Environment requires strong leadership and Effective *Administration* to bring all participants together in working toward a common school vision.

- A safe, caring, and supportive School and System Environment requires open *Communication* which promotes positive working relationships and meaningful involvement among and between all participants.

- A safe, caring, and supportive School and System Environment requires adequate *Funding* to: (1) reduce class size and improve the quality of teacher/student interactions; and (2) provide adequate facilities, equipment, supplies and materials for student learning.

Summary interpretations

- School and System Environment has three major components: (1) the quality of the relationships among and between participants in the system; (2) the attitudes and culture of the system; and (3) the quality of the physical environment within which learning occurs (facilities, equipment, materials and supplies). It is critical that the problems and issues in this area be examined and addressed in a systemic manner (i.e., address the interconnectedness of problems and issues).

- School and System Environment issues may involve examining:

    - the skills and capacity of teachers and principals to develop and implement effective discipline practices;

    - the skills and capacity of department staff at all levels to collaborate and work together effectively;

    - the leadership skills and capacity of department staff at all levels to include the ability to engage participants in collaborative goal setting, strategic planning and program evaluation;

    - the communication strategies at all levels of the system; and,

    - the use of resources to improve school facilities and lower class size.

SCHOOL AND SYSTEM ENVIRONMENT

How is this area described?

- For the VoicePolls, School and System Environment was defined as follows: "Environments within Hawai'i's public schools which are safe, caring and supportive of students."
- For the Interviews, School and System Environment was defined as: "Having a safe, caring, and supportive environment in which students and staff can learn and grow."
- For the Surveys, School and System Environment was defined as: "Where students can learn and grow in a safe, caring environment."

Note: As used in the surveys, the scope of "environment" focused primarily on students in the school setting; the interviews used a broader description which extended the scope to include teachers (and others) in the school and system environments.

Sources:
- ☐ Surveys: Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- ☐ VoicePolls: Parents, General Public
- ☐ Interviews: Focus Groups, Individuals

What is important background information in this area?

There have been numerous surveys and studies addressing School and System Environment issues, including a Hawai'i State Student Council Survey, the Civic Forum on Public Schools, Effective Schools Survey, Blue Ribbon Commission on Teacher Morale, Ke Ala Hoku Community Survey, and Hawai'i Opinion Poll on Public Education.

What is the nature of the problem in this area?

Existing Data

- Large class size and overcrowding negatively affect the quality of the School and System Environment.
  [Source: *Hawai'i Opinion Poll on Public Education*, 1998]
- "Parent participation" remained the same since 1994.
  [Source: *National Education Goals Panel*, 1997]

- Illegal substances and drugs negatively affect School and System Environments. Restrooms were most frequently identified as problem facilities.
  [Source: *Hawai'i State Student Council Survey*, 1998]

- Inadequate facilities and equipment negatively affect School and System Environments. Less than 50% of the respondents indicated there was "enough accessible technological equipment for student use."
  [Source: *Hawai'i State Student Council Survey*, 1998]

- "Safe, disciplined and alcohol and drug-free schools" either remained the same or decreased in quality since 1994 or 1995.
  [Source: *National Education Goals Panel*, 1997]

- Lab assistants were not funded for high school science departments resulting in unsafe laboratory conditions.
  [Source: *HSTA Science Affiliate on SB 2756*, 1998]

- Risk behaviors were noted on school property among high school students: 6% carried weapons; 6% were threatened or injured with weapon; 6% felt unsafe to go to school; 34% had property damaged or stolen; and 13% were in a physical fight.
  [Source: *1997 Youth Risk Behavior Survey*, 1998]

- Tobacco, alcohol, or other drug use on school property: 16% smoked; 8% drank; 13% used marijuana (worsening statistical trend); 41% were offered an illegal drug (worsening statistical trend).
  [Source: *1997 Youth Risk Behavior Survey*, 1998]

Survey Comments

- **What are people saying about problems in this area?**

"Teachers want to teach and help their students learn as much as they can. But when students and teachers don't feel safe or comfortable, not much learning takes place."

Teacher

"Change the laws to put more responsibility on students for their behavior in school."

Teacher

"Pouring more money into public education will not solve the underlying problems of poor student performance. Laws supporting more strict discipline is necessary. The present discipline policies are so weak that there are students who commit the same offenses repeatedly without any serious consequences."

Teacher

"Schools need a mandate where teachers can demand that students who are a continual discipline problem can be sent home. This type of measure will FORCE the parents to be concerned and take measures at home. We are sick of our 'milk toast' handling of discipline and emotional problems at school."

Teacher

"How long will we continue to work in rooms that reach the 80 degree level? It is unbearable and some rooms at our school do not even have a single fan. This is something that decreases any positive attitude we have about our school and further it makes for extremely difficult teaching."

Teacher

"Smaller class size will help to improve the interactions between students-teachers and students-students. There would be more quality learning experiences."

Teacher

"Teachers need to be trained in teaching conflict resolution skills, anger management skills, communication skills and basic values before they can teach academics, technology, etc. This will help to improve how kids get along at school and make our School and System Environment safer."

Teacher

"Students with a history of disruptive behavior should be placed in high structured alternate educational setting focusing on teaching social skills and behavior interventions with the ultimate goal of main streaming back into the regular setting."

School Administrator

"All school personnel must maintain a positive attitude of cooperation and collaboration in order for their to be a positive school climate."

School Administrator

"We need an effective program to reduce the number of fights through mediation with a trained facilitator."

School Administrator

"Teachers need a range of instructional strategies to meet students' various learning styles. This improves the learning relationship between teachers and students."

School Administrator

"At high schools, devise a system where security attendants have power to determine discipline. At the high school level, administrators do not do nearly enough to positively impact the School and System Environment."

School Administrator

"There needs to be more communication from state and district to schools. And the communication needs to be timely and accurate. We can't be a team otherwise."

School Administrator

"Leaders in the DOE and legislators need to be more visible on campus. We can't form partnerships if we don't agree on the problems."

School Administrator

"Hire teaches familiar with the cultures of Hawai'i and teacher and student interactions will improve."

SASA

"Comfortable classrooms so that the teachers can teach in peace and the children do not have anything to distract them."

SASA

"Clerical workers and school custodians are important to running and maintaining a good, clean and safe school."

SASA

"We need better administrators who are leaders rather than followers. At our school, we have poor leadership so the relationships are bad and school morale is low."

SASA

"Through a process built on mutual respect and collaborative skills, students and staff can move toward inclusion and influence and build a true learning community."

District Administrator

"In order to be a cohesive team, educational officers need a clear understanding of expectations for themselves as leaders within a coordinated statewide system."

District Administrator

"A positive system climate means having good linking relationships between home, school and community."

District Administrator

"We need more EFFECTIVE communication and collaborative planning within and between branches at the state level."

State Administrator

"Zero tolerance for violence, abusive behavior and inappropriate physical handling or touching of students by all employees."

State Administrator

"Principals are the change agent in schools. They need to know how to work with people effectively to help them through the change process."

State Administrator

"They really need to do something about how certain students harass other students. Their rules should be harsher."

Student

"I think public schools should receive more resources such as Internet, since technology is becoming so important and common in daily life."

Student

"You should get rid of teachers who lose students work and don't know how to teach. Teachers should be more interactive and they should look like they enjoy teaching."

Student

"I believe having a safe environment within out school and community will improve Hawai'i's public schools. We need to feel safe and become aware of our surroundings. Another thing that is important is communication. We need better advertisements, conferences, assemblies etc. to help everyone understand the problems."

Student

"We need teachers to be better motivators. They should get personal with students, understand us and figuring out how we learn. We need teachers who care about us and take their own time to help you with your work."

Student

"Harsher punishment for fights and other stuff that endangers others or disrupts classes."

Student

"I came from the mainland and when I walked on to the campus I thought I was in a ghetto."
Student

"First, the students should deserve all of their teachers to be capable and well trained. Second, there should be enough materials and resources which are up-to-date. Third, the environment of the schools should be improved so that each student is comfortable and safe in class and on campus. Fourth, rules and regulations should be improved, abolished or implemented."
Student

"Students need to have open communication with teachers and principals and staff. We need to have our questions and concerns answered."
Student

"Our whole school shares one bathroom from grades 9-12. I know that the girls bathroom doors don't even close so we have hold the door shut. That is really sad. Also we don't have paper towels in our bathroom."
Student

"There needs to more communication between the school and parents. Let the parents know how the student is doing."
Student

"Make schools racist free. Teach students about equal rights and that discrimination is wrong."
Student

"We need school administrators who are open to suggestions, who is fair and does not misuse their administrative powers to divide and rule. This causes a low morale."
Parent

"Nothing is going to improve if you have principals who practice 'I'll listen to you but I still want it my way.'"
Parent

"It's important to create an atmosphere of success on campuses. The students will want to succeed and be proud of succeeding. That is a major difference between Hawaii's public schools and private schools."
Parent

"If parents were given very clear understanding about how to support the schools, I think more parents would get involved. But it seems like principals are afraid of letting parents get involved. That's a sign of weak leadership."
Parent

"Principals and teachers should be responsive to the concerns and questions of parents and the community. The public's perception is the public education is closed and unwilling to change and therefore it will never improve."
Parent

Group and Individual Comments

- **What are people saying about problems in this area?**

"Most of the communication between parents and teachers is negative, especially at high schools."
Parent

"There's such little support for new teachers moving into a new School and System Environment – no orientation, no mentoring, basically 'No nothing.'"

Teacher

"We can't keep doing more and more with less and less. The stress is tremendous."

Principal

"There is so much criticism of teachers. It feels awful. And our beginning teachers get the worst load."

Teacher educator

"Teacher burn out affects students, too. With burned-out teachers even excellent students become mediocre over time."

Teacher educator

"Because my daughter was in the school bathroom when others were smoking and the odor of smoke stuck to her clothes, she was accused of smoking and punished. Now she's afraid to go to the bathroom at school."

Parent

"Incidents go unreported. Often no follow through. Kids get away with dangerous behavior."

School community

"Teacher don't often recognize that some students homes are less safe than schools and consequently these children aren't supported and nurtured at school."

Teacher educator

"Teachers don't feel valued or efficacious, and this affects their performance."

School community

"More equipment and balls for the playground. There are not enough fun things to do outside during recess and lunch. Sometimes kids get into trouble then."

Elementary student

"Risk takers in the system are not supported and are looked at as 'sticking out.' Sometimes problems have been solved effectively by those who are willing to try new ideas."

State agency person

"We don't seem to trust and support one another throughout the system."

School community

"There's a great deal of fear and insecurity about assuming responsibilities, being blamed for mistakes, and about one's own ability to perform the job."

Systems staff

"Conformity and uniformity reigns from on high."

Principal

"Teachers aren't encouraged to 'think outside the box.' The status quo is perpetuated."

School community

"Caring should be an important requirement of becoming a teacher and staying a teacher!"

Teacher

"Class and school sizes are just too large to care for and pay attention to our students' needs. It's tough for a high school teacher to know and care for students when she sees 130 or so students every day."

Community member

"The lock-out policy is absurd. It sure doesn't help students learn!"

Teacher

"Our counseling load is ridiculous. Schools get 1 counselor for 300 plus students. And we don't get another one until our enrollment reaches twice that. The end result is that our students are short changed. There's no way 1 person can serve over 500 kids."

Principal

"How about a stress relief program for the entire staff!"

School community

"We need a better plan for the whole system about how to deal with disruptive children."

Parent

"How students are assessed and placed into Special Education system – too many are native Hawaiian. The system has failed these students and we need to resolve this. Too many native Hawaiian kids fall through the cracks."

Parent

"We are only as good as the 'poorest' student. Attention and special programs should not only be limited to the 'gifted' or the 'late bloomers.' We need to lower the ratio and get smaller class size."

Business community

"Security on campus must be improved so that all kids feel comfortable and safe.

School community

"Making schools truly learning communities where principals, teachers, parents and staff continually learn from many sources along with the students. Schools should be places where kids want to be, that should be our goal."

District educator

Summary Observations: Over all the surveys and interviews, what are people saying about problems in this area?

#1 Little system support for innovation and risk taking perpetuates the following ineffective responses: (1) no response to needs or deficiencies; (2) a response that "it can't be done" because of policies, rules, regulations, past practices or liability; (3) a "one size fits all" approach to problem solving; (4) the continuous and repetitive use of proven ineffective solutions; and (5) hostility towards and isolation of those who propose alternative solutions.

#2 Lack of openness and receptiveness to views, participation and partnerships with those outside the Department or school results in a lack of support for education and limits new ideas for solving problems. Participation may be discouraged or limited to those who do not "rock the boat." Schools and the Department appear

163

threatened and insecure when those outside the system (i.e., parents, business, university personnel) seek meaningful involvement.

#3 Lack of criterion-based decision making and problem solving that balances diversity and equity issues results in either (1) idiosyncratic solutions for particular problems; or (2) inflexible solutions which do not allow for the unique needs of students, schools or communities.

#4 Lack of caring, nurturing, trusting and respectful relationships between students and between teachers and students results in an environment that is not supportive of student learning. There is a need for teachers and administrators who are caring and motivated to assess and take steps to meet the learning and emotional needs of all children.

#5 Ineffective discipline and classroom management strategies that are punitive but do not address underlying causes of disruptions result in a learning environment which is unsafe, avoided, and not conducive to learning.

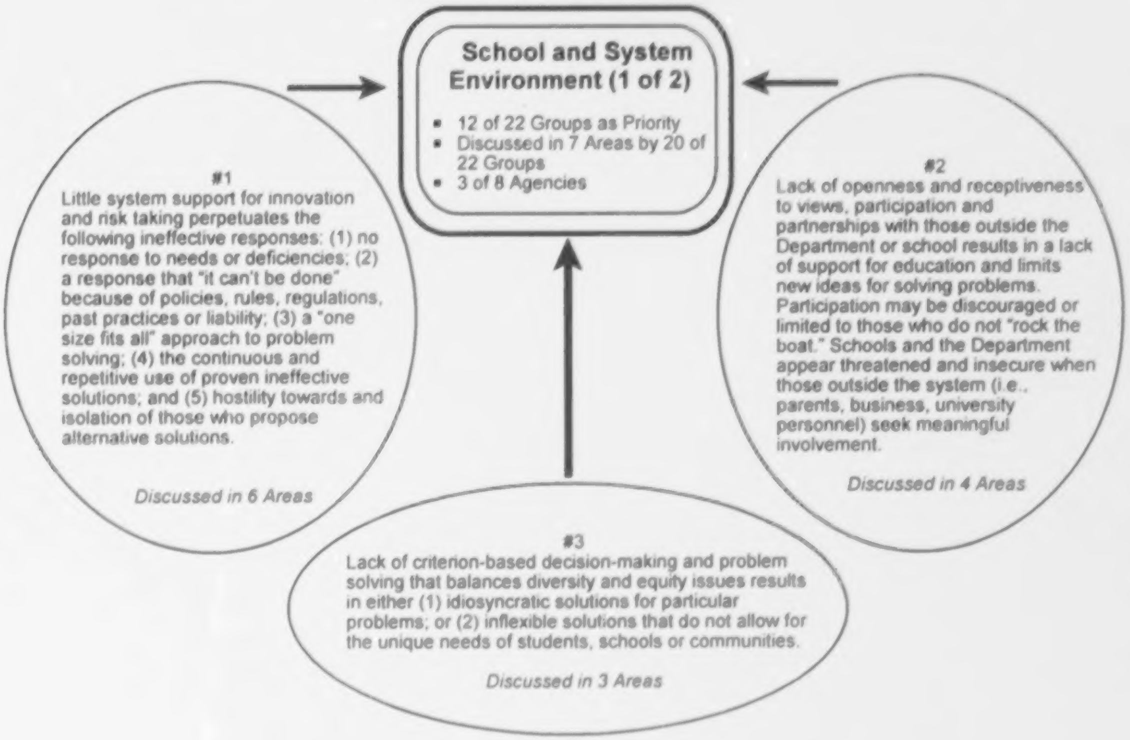
#6 Lack of mutual respect and supportive relationships among teachers, and between school administrators and teachers, and among and between state staff results in working environments that are not conducive to quality job performance.

#7 Lack of coordination of repair and maintenance services and resources by DOE and DAGS results in the ineffective management of school facilities.

#8 Inadequate school facilities result in ineffective teaching and learning. School facilities are uncomfortable, unappealing and ill-equipped to provide teachers and students with an environment that is conducive to learning.

What is the

Nature of the Problem?



School and System Environment (1 of 2)

- 12 of 22 Groups as Priority
- Discussed in 7 Areas by 20 of 22 Groups
- 3 of 8 Agencies

#1
Little system support for innovation and risk taking perpetuates the following ineffective responses: (1) no response to needs or deficiencies; (2) a response that "it can't be done" because of policies, rules, regulations, past practices or liability; (3) a "one size fits all" approach to problem solving; (4) the continuous and repetitive use of proven ineffective solutions; and (5) hostility towards and isolation of those who propose alternative solutions.

Discussed in 6 Areas

#2
Lack of openness and receptiveness to views, participation and partnerships with those outside the Department or school results in a lack of support for education and limits new ideas for solving problems. Participation may be discouraged or limited to those who do not "rock the boat." Schools and the Department appear threatened and insecure when those outside the system (i.e., parents, business, university personnel) seek meaningful involvement.

Discussed in 4 Areas

#3
Lack of criterion-based decision-making and problem solving that balances diversity and equity issues results in either (1) idiosyncratic solutions for particular problems; or (2) inflexible solutions that do not allow for the unique needs of students, schools or communities.

Discussed in 3 Areas

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What is the

Nature of the Problem?

School and System Environment (2 of 2)

- 12 of 22 Groups as Priority
- Discussed in 7 Areas by 20 of 22 Groups
- 3 of 8 Agencies

#4

Lack of caring, nurturing, trusting and respectful relationships between students and between teachers and students results in an environment that is not supportive of student learning. There is a need for teachers and administrators who are caring and motivated to assess and take steps to meet the learning and emotional needs of children.

Discussed in 5 Areas

#5

Ineffective discipline and classroom management strategies that are punitive but do not address underlying causes of disruptions result in a learning environment that is unsafe, avoided, and not conducive to learning.

Discussed in 3 Areas

#6

Lack of mutual respect and supportive relationships among teachers, and between school administrators and teachers, and among and between state staff, results in working environments that are not conducive to quality job performance.

Discussed in 5 Areas

#7

Lack of coordination of repair and maintenance services and resources by Department of Education and Department of Accounting and General Services results in the ineffective management of school facilities.

Discussed in 3 Areas

#8

Inadequate school facilities result in ineffective teaching and learning. School facilities are uncomfortable, unappealing and ill-equipped to provide teachers and students with an environment that is conducive to learning.

Discussed in 2 Areas

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What do data tell us about the importance of improving this area?

Existing Data

- Within the top seven categories for negative teacher morale were: (1) poor physical working environment; (2) lack of administrative support and management; (3) lack of time for teacher planning and collaboration; (4) class sizes which are not conducive to quality teacher-student relationships; and (5) negative public perception of teachers and education.
  [Source: *Blue Ribbon Commission on Teacher Morale*, 1998]

- Within the top 10 problems facing public education include (1) lack of respect and caring within school community; (2) teachers who are not knowledgeable about the life, culture and community of their students; (3) teacher isolation; and (4) need for principal leadership in promoting meaningful parent and community involvement.
  [Source: *New Ways of Thinking about Education*, 1998]

- The second highest problem facing Hawai'i public education for the general public (19%) was "large classes and overcrowding" which affects the quality of the School and System Environment.
  [Source: *Hawai'i Opinion Poll on Public Education*, 1998]

- The third highest problem facing Hawai'i public education for parents (15%) was "lack of supplies, materials or equipment" which affects the quality of the School and System Environment.
  [Source: *Hawai'i Opinion Poll on Public Education*, 1998]

- The least positively rated effective schooling dimension for students was school climate.
  [Source: *Effective Schools Survey Report*, 1997]

- Top 10 priorities included the need to improve School and System Environments by increasing community and school safety (rank 8).
  [Source: *Ke Ala Hoku Community Survey*, 1998]

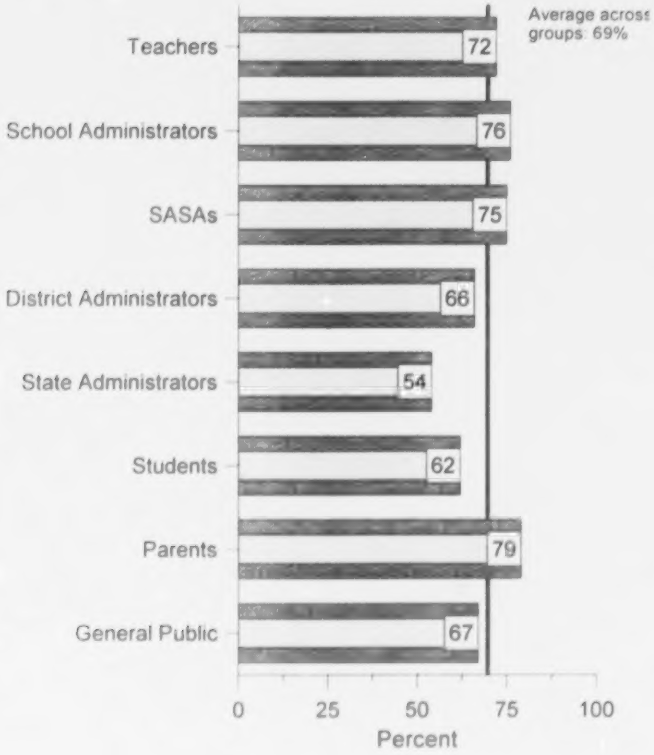
- Top 10 Priorities included the need to improve School and System Environments by increasing the number of competent, caring teachers (rank 10).
  [Source: *Ke Ala Hoku Community Survey*, 1998]

Survey Data

- Sixty-nine percent (69%) of the total respondents in the staff surveys (i.e., average percentage across role groups) indicated that improving School and System Environment was "Very Important." The range of the ratings was 76% for school administrators to 54% for state administrators.

School Environment Area

"Very Important" Ratings by Group



- For all Department staff groups surveyed, with the exception of state and district educational officers, School and System Environment was ranked 1st out of 12 improvement areas.

- In addition, students (62%), parents (79%), and the general public (67%) perceived the need to improve School and System Environment as "Very Important."

- Of the four specific School and System Environment questions used on staff surveys, "students' safety and well-being, both physical and emotional" drew the highest ratings as a "Very Important" need across all department staff groups (range 70% to 90%).

- State and district administrators tended to rank school facilities and discipline policies and practices less important than school level staff (teachers, school administrators, and SASAs).

Group and Individual Interview Data

- For the interviews, the definition of School Environment was expanded to School and System Environment referring to the "system environment" beyond the school level.
- Twelve (12) of 22 groups selected School and System Environment as a priority for discussion: 2 of 3 parent groups, 3 of 5 school community groups, 1 of 4 teacher education groups, 2 of 4 community business groups, 1 of 2 school administrators, both systems level groups, and a professional educational coalition.
- With the exception of 2 groups (school administrators and systems level), a total of 20 groups discussed issues relating to School and System Environment.
- School and System Environment issues were noted in 6 other areas: Accountability, Administration, Curriculum and Instruction, Funding, and Policies and Rules.
- Three (3) of 8 Agencies discussed issues relating to School and System Environment: 2 of 6 state agencies and 1 of 2 community agencies.

What else should be considered?

- School and System Environment ranked 1st (average rank) of the 12 areas (tied with Curriculum and Instruction) in terms of importance. The data suggest that there is substantial room for improvement in this area and that the area includes some of the most important problems facing public education in Hawai'i today.
- Three items appearing very frequently as problems are:
  - Class size and overcrowding, as they relate to the quality of the relationships and interactions between and among school level role groups.
  - The availability and use of drugs on campus (increase from 26% in 1993 to 36% in 1995).
  - Student disruptions of classroom activities (increased from 49% in 1993 to 62% in 1995).
- Other important problems include:
  - Weapons, fights and a lack of feeling of being safe on campus
  - Teacher victimization from students
  - Perceived low levels of support from principals

  - Lack of positive working relationships among and between staff
  - Lack of openness of system to participation and new ideas
  - Insufficient parent participation and community support
  - Inadequate facilities, textbooks, equipment and supplies
  - Inadequate funding

- All role groups considered School and System Environment to be an important need area.

- School level staff, parents and students were especially concerned about issues relating to school safety, facilities, class size and school level relationships/ interactions.

- Parents and community were more likely to mention the lack of openness of the system to parent and community involvement.

- Rural schools and communities tended to rank School and System Environment as an important need area. They were especially concerned about the need for "caring" principals and teachers who were sensitive to cultural and community issues and the openness of the system to meaningful participation and new ideas.

- Teachers and principals were more likely to mention the academic and administrative environment, including principal-teacher relationships, teacher-teacher relationships, teacher victimization, discipline problems, and policies.

- State and district administrators tended to rank School and System Environment somewhat less important than school level staff, probably because they are farther removed from many of the school level safety, facilities and discipline problems.

- School and System Environment was related to other areas as follows:

  - A safe, caring and supportive School and System Environment requires caring and competent *Staffing* that understands the needs of students and their community and can implement effective discipline policies.
  - A safe, caring and supportive School and System Environment requires strong leadership and Effective *Administration* to bring all participants together in working toward a common school vision.
  - A safe, caring and supportive School and System Environment requires open *Communication* which promotes positive working relationships and meaningful involvement among and between all participants.

  - A safe, caring, and supportive School and System Environment requires adequate *Funding* to: (1) reduce class size and improve the quality of teacher/student interactions; and (2) provide adequate facilities, equipment, supplies and materials for student learning.

- Since School and System Environment emerges as a high priority improvement area for both this Comprehensive Needs Assessment as well as numerous other studies, it is critical that the problems of this area and their relationships to other areas (i.e., Staffing, Communication, Administration, and Funding) be carefully examined and addressed in a systemic manner (i.e., not piecemeal solutions to parts of the problem).

- School and System Environment has three major components: (1) the quality of the relationships among and between participants in the system (students, teachers, principals, state and district administrators, parents, community); (2) the attitudes and culture of the system; and (3) the quality of the physical environment within which learning occurs (facilities, equipment, learning materials and supplies).

- In addressing School and System Environment issues, one may need to consider:
  - the skills and capacity of teachers and principals to create a safe, caring and nurturing learning environment for students (to include the implementation of effective discipline practices);
  - the skills and capacity of department staff at all levels to work together effectively;
  - the skills and capacity of department staff at all levels for strong leadership and effective administration (including goal setting, strategic planning, program evaluation, and the building of positive working relationships between and among role groups);
  - the effectiveness of communication strategies at all levels of the system; and
  - how existing or additional resources can be used to positively impact school facilities, materials, equipment and school staffing needs (i.e., class size).

Where did we get this information?

- *1997 Youth Risk Behavior Survey Report* (Department of Education; 1998)
- *Blue Ribbon Commission on Teacher Morale, Preliminary Report* (State of Hawai'i; Fall 1998)
- *Effective Schools Survey Report, Cycle 2: 1995-1997* (Department of Education; September 1997)
- *Hawai'i Opinion Poll on Public Education, 1998* (Department of Education; September, 1998)

171

- *Hawai'i State Student Council Survey* (August 1998)
- *HSTA Science Affiliate on SB 2756* (Hawai'i Legislative Session; 1998)
- *Ke Ala Hoku Community Survey* (July 1998)
- *National Educational Goals Panel 1997* http://www.negp.gov.gov State Scorecards
- *New Ways of Thinking About Education* (Civic Forum on Public Schools; May 1998)
- Surveys – Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls – Parents, General Public
- Interviews – Focus Groups, Individuals

Staffing

STAFFING

Summary

Description of the Area

Having well trained and competent teachers, principals, and other Department of Education employees, which includes:

- Selecting and assigning staff to positions for which they are fully qualified and prepared;
- Providing ongoing training of staff, in both pre-service and in-service settings;
- Evaluating staff members;
- Providing adequate staffing levels; and
- Using staff time and resources appropriately.

Nature of the Problem

Participants in the Comprehensive Needs Assessment provided over 2,400 comments along with 30 recorded interview discussions about public education in Hawai'i. These comments and discussions give us insight into the nature of the problems, issues, and concerns with our public school system. Analysis and synthesis of these comments and interview discussions suggest the following summary observations about the nature of the problems with Staffing in the Department of Education and schools:

#1 Decisions about recruitment, selection, placement and retention of staff are made without regard to the needs of a school or the department section, or are made in a manner which assumes that the needs are uniform across the system. Failure to consider the match of a person's qualifications and strengths/weaknesses to a position results in ineffective or inefficient job performance.

#2 Effective recruitment, selection, placement and retention of teachers who are caring, competent and vested in helping children, their schools and community are impeded by Board policies, rules and regulations, collective bargaining agreements and pre-service/in-service training programs, especially in rural schools.

Examples of barriers:

- Lack of incentives for teachers/administrators who are committed to working long-term in the community;
- Inadequate training for teachers/principals about the children and community;
- "Don't rock the boat" attitude which results in frustration and ultimately flight from the community;
- A closed system which fails to use parents and community resources to support recruitment, selection, placement and retention of teachers; and
- A "one size fits all" approach to staffing formulas, facilities management, staff development, etc., that is insensitive to community values and needs.

#3 Insufficient staff incentives and rewards that support the achievement of high performance standards and support areas of need result in little or no improvements in staff job performance.

#4 Lack of or insufficient sanctions for inadequate job performance or nonperformance results in little to no improvement in staff job performance. Collective bargaining restrictions and the tenure system protect incompetent employees and impede the use of sanctions for inadequate performance or nonperformance.

#5 Lack of well-designed professional development results in little or no improvement in job performance by principals, teachers, department personnel and other support staff. There is a need for professional development programs which are aligned with research about effective staff development and that support staff performance outcomes aligned with the new emerging needs of public education.

#6 Inadequate pre-service training for new teachers results in a lack of preparedness to teach in a standards-based education system and in an environment with diverse students who have many psychological and social needs.

#7 Lack of a fair, effective staff evaluation system limits improvement in staff performance. There is a need for a staff evaluation system that has clear expectations for performance; support for achievement of expectations; procedures for monitoring and gathering information about performance; and a process for improving performance, including incentives and sanctions.

Importance of improving this area

- **Why is this area important?**
  Staffing is essential for the effective and efficient functioning of any organization. Proper staffing ensures adequate levels of staff that are well-trained and competent and that are assigned to positions for which they are fully qualified. Well-trained and caring teachers are directly responsible for providing high quality classroom instruction that effectively meets the needs of diverse learners. Administrative positions, such as school and central office administrators, are responsible for creating, organizing, and maintaining those conditions that sustain and improve teachers' effective performance.

- **Empirical findings**
  - Staffing was not among the front-runners with regard to how highly it was ranked among all the surveyed groups. Overall, Staffing had an average ranking of 4 out of the 12 areas.

  - There was a split between DOE staff, on one hand, and parents, students, and the general public, on the other, with regard to the importance of this area. DOE staff ranked Staffing 6th in importance, while parents ranked it as 1st in importance, students ranked it 2nd (tied with Curriculum and Instruction), and general public ranked it as 3rd (tied with Communication and Administration) in importance.

- Over half of each role group indicated that having appropriate staffing was "Very Important," with an average of 64% across all groups. On average, 59% of DOE staff rated the area as "Very Important" compared with non-DOE groups' average of 73%.

- Staffing was selected as one of the top three priority areas in need of improvement by 16 of the 22 groups interviewed; more of the 22 groups selected Staffing as being in need of improvement than any other area.

- In the interviews of groups and individuals, Staffing problems were associated with five other areas: Accountability, Administration, Curriculum and Instruction, Funding, and Policies and Rules.

- Three (3) of the 8 agencies discussed Staffing, including both of the community agencies and one of the six State agencies.

Relationship to other areas

While analysis of interviews found that staffing issues were associated with five other improvement areas, Staffing appears most closely related to two areas: Accountability and Curriculum and Instruction. Having well-trained staff assigned to areas for which they are competent has direct connection to the delivery of quality curriculum and teaching practices. Further, quality staff at all levels within the system should be knowledgeable concerning their responsibilities and their attendant consequences. Staffing was also viewed as being linked to Funding, particularly when staffing at required levels is made possible through adequate funding.

Summary interpretations

If, as many comments indicated, reduction in class size and the high student-to-teacher ratio were reduced, the Staffing area would need to be addressed. It is generally understood that gains in student performance can more readily be achieved when staff are both appropriate in number and quality.

STAFFING

How is this area described?

- The description of Staffing used in the telephone VoicePolls was as follows: "How important is it to improve the selection, training, and evaluation of teachers, principals, and other Department of Education employees?"

- For the interviews and focus groups, Staffing was described as "having well trained and competent teachers, principals and other Department of Education employees."

- Specific aspects of Staffing were addressed in the written surveys used with DOE staff. The specific survey questions included:
    - The use of teachers' time so that non-instructional tasks do not interfere with teaching or preparation;
    - Teacher placements so that teachers are given assignments for which they are fully prepared;
    - Pre-service and inservice teacher training;
    - The adequacy and rigor of teacher evaluation;
    - The adequacy and rigor of school administrator selection, training, and evaluation; and
    - The adequacy and rigor of state/district staff selection, training, and evaluation.

Sources:
- Surveys: Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls: Parents, General Public
- Interviews: Focus Groups, Individuals

What is important background information in this area?

- In 1996-97, there were 11,188 teachers in Hawai'i's public schools.
    - Teachers' average length of service was 12.3 years;
    - 61.7% had been teaching in their current schools for at least five years;
    - 71.5% taught subjects in the regular instruction program;
    - 15.5% taught in the supplementary program (remedial instruction, etc.);

  - 13.0% taught in special education; and
  - about 2% were assigned to school complexes or district offices to serve students in more than one school

- In 1987-88, Hawai'i ranked 48th among the 50 states in pupil-to-teacher ratio. By 1992-93, Hawai'i had improved its rank to 35th, having lowered its ratio from 21.6 to 17.6. Hawai'i's pupil-to-teacher ratio rose to 17.9 in 1996-97, and Hawai'i's rank among the states was 39th.

- In 1996-97, there were 643.5 full-time equivalent school level administrative positions in Hawai'i's public schools, of which 469 were for principals or vice-principals.
  - On average, each principal or vice-principal was responsible for just over 400 pupils and supervising 22.5 teachers – about 40 pupils and 2 teachers more than in 1995-96.
  - The number of administrators as a percentage of the professional staff in Hawai'i's school system was actually smaller than in most school systems of similar size.

- Hawai'i ranks favorably on most of the *National Education Goals* measures. For Teacher Education and Professional Development (Goal 4):

	HI	US
The percentage of public secondary school teachers who hold: □ a degree in main teaching assignment □ a teaching certificate in main teaching assignment	 67% 89%	 63% 93%
The percentage of public school teachers participation in professional development on one or more selected topics	88%	85%
The percentage of public school teachers with training to teach limited English-proficient students	41%	16%
The percentage of beginning public school teachers participating in a formal teacher induction program	33%	27%

[Source: *National Education Goals: Building a Nation of Learners*, 1998]

- Hawai'i spent less per student for administration than 46 other states and the District of Columbia. In 1994-95, Hawai'i spent only about $45 per pupil on administration out of a total per pupil expenditure of $5,597 (0.8%); the national averages for that year were $126 out of $5,497 – or about 2.3%.

  - The stability of school level administration is an important indicator of school continuity and curricular direction. In the past six years the percentage of schools with three or more principals in five years declined. In 1989-90 it was 38%; in 1996-97 it was only 10.6%. This represents notable progress toward providing schools with stable leadership.
    [Source: *The Superintendent's Eighth Annual Report*, in draft].

What is the nature of the problem in this area?

Existing Data:

- When asked what the single most potent or "high leverage" technology-related item or condition you can suggest that would transform today's classroom into an ideal classroom, over half of the responses concerned staffing issues:

  - Staff development/inservice training for classroom teachers, e.g., all teachers trained to use technology, teachers able to integrate technology into the existing curriculum (24.7% of responses);

  - Technology coordinator allocated per school to provide on-site service, leadership, and training, e.g., full-time, permanently (current services) funded position (22.8%).

  - A further 5.7% of responses added "Teachers with a positive attitude toward change," e.g., teachers who "buy in" to the need to integrate technology into the classroom.
    [Source: *Hawai'i Education 2000 School Survey*, 1998]

- Large class size and overcrowding is viewed by the general public as one of the top three problems facing our public schools.
  [Source: *Hawai'i Opinion Poll on Public Education*, 1998]

- "Increase number of competent, caring teachers" was ranked by all respondent groups as one of three education indicators among the top ten priorities.

  Class size, teacher workload (not enough time for planning, collaboration; meetings w/o a purpose), and HSTA (union protects incompetent teachers) were indicated as being among the seven categories that had a negative impact on teacher morale.
  [Source: *Blue Ribbon Commission on Teacher Morale*, 1998]

- The numbers of students in need of special services are increasing much more rapidly than is the population of students at large.

  The pupil-to-teacher ratio for Hawai'i ranks 39th among the states. If Hawai'i is to decrease this ratio, additional teachers will need to be hired.
  [Source: *The Superintendent's Seventh Annual Report*, 1997]

- *Instructional Leadership of the Principal* was rated relatively low by all respondent groups (certificated and classified staff, parents, students). Teachers in particular felt administrators were not adequately attending to two key responsibilities as instructional leaders: (a) regularly observing classroom instruction; and (b) providing teachers with instructional feedback.
  [Source: *Effective Schools Survey*, 1997]

- Needs cited by the Civic Forum included "Principals who are change agents, especially with long-tenured faculty, by providing an environment that promotes free and open discussion; supporting innovation, removing constraints, providing flexibility, and encouraging risk-taking and collaboration, all to improve student learning."

  Need: "Teachers who are undereducated for what is expected of them and are not knowledgeable enough about the life, culture, community of their students to teach effectively. Lack of respect and caring. Teaching conditions (e.g., isolation, lack of professional development, etc.) inhibit teacher learning and change. We're training people for the future with tools from the past. Need to revamp and up-date teacher training and professional development."
  [Source: *New Ways of Thinking About Education*, 1998]

Survey Comments

- **What are people saying about problems in this area?**

"I also believe that smaller class sizes would help students. When I am placed in a smaller class I feel closer to the people, so I'm not so timid to speak out. But in a larger class you don't get as much attention and you feel more scared that your might make a fool out of yourself."

Student

"Lowering the student – teacher ratio."

District Administrator

"Lower class size. No K-2 class should have more that 20 students in it."

School Administrator

"Classrooms should be downsized from 35 to 15 per class so that those students whom are afraid to ask questions in front of a large student body wouldn't feel so intimidated..."

SASA

"The greatest change to impact student achievement would be to lower class size. I mean to really take radical steps to drastically lower our class size. District and State Resource teachers are important (I was once one), but their contribution to our students' learning is minimal compared to the teacher in the classroom. Get them all back into the classroom..."

Teacher

"Reduce class size: Teacher to student ratio has a tremendous effect on student achievement. All classes K-6 should have no more than 20 students per class."

Teacher

"I believe Hawai'i needs smaller class size."

Parent

"I think we need more teachers in the classroom assisting teachers that have too many students in the classes, that's to include Kindergarten, 1st grade, early learning ages throughout high school periods. We have classes that have too many students in there..."

Parent

"I think the main thing I would say is to improve, to lessen the student/kids ratio so there's less students per teacher..."

General Public

"Better teacher training at both pre-hire (e.g., assessment training is not mandated) in-service (e.g., how to incorporate standards based educ.)."

District Administrator

"School calendar which allows and promotes regular and on going staff development for teachers... One week of faculty inservice prior to the start of school is minimal."

State Administrator

"Providing on-going training to teachers and administrators; access to best practices (research and development."

District Administrator

"Pre-service education of teachers, counselors, administrators would have the greatest impact in improving the Hawai'i school system... Professional development for district staff would also help us all to be consistent."

State Administrator

"Providing staff development inservice training for all personnel on an ongoing basis."

School Administrator

"Providing timely and adequate training and support to school based administrators."

School Administrator

"A teacher's summer vacation could better put to use as a time of learning for them too. Classes should be provided for them to learn more strategies or ways to implement more of the new curriculum standards."

SASA

"Week prep time before school year begins w/pay."

Teacher

"We need more 'PAID' prep time to ready our lessons and rooms."

Teacher

"Most teachers training goes in one ear and out the other. Nothing gets said about this because either the teachers involved don't want to reveal this to the presenters or the presenters don't really want to admit to the inadequacies of their workshops...."

Teacher

"Improve pre-service training (Many beginning teachers appear inadequately prepared in the most basic areas – knowledge and skills in their content area!)."

Teacher

"I believe that teachers are not well trained when coming out of colleges. I think there's something that needs to be looked at as well, to make sure that we have the best teachers that our kids can get."

Parent

"Better accountability and better teacher training."

Parent

"I think that the most important thing is using the research that's already been done and all the information and knowledge that's already there, to improve teacher training and less emphasis on testing the kids."

Parent

"Better quality teachers, smaller needed number of children per classroom..."

General Public

"I believe the enhancement of the quality of our teachers in today's education system would greatly benefit the students and the parents..."

General Public

"To improve the quality of the teachers."

General Public

"I think it is very important that, first of all, the teachers be qualified to be able to teach the specific grades that they are teaching..."

General Public

"Teacher evaluation – rigorous/serious, EO evaluation – rigorous/serious."

District Administrator

"Require knowledge testing for in-service teachers and administrators tied to pay or promotion."

School Administrator

"A less lengthy process to identify and remove marginal teachers. There aren't many, but the longer they remain, the more damage they cause."

School Administrator

"Review teachers every 5 years to insure their ability levels in job performance."

SASA

"Hire Q-U-A-L-I-T-Y teachers and have detailed, objective criteria to assess teacher performance, especially on classroom/behavior management B-E-F-O-R-E they are tenured. Hire Q-U-A-L-I-T-Y principals and have detailed, objective criteria to assess principal performance..."

SASA

"Get rid of the 'deadwood' teachers who consider their jobs as a '9 to 5' career and don't care if the students learn or not. They just want the salary! There must be some way to hold teachers accountable for their jobs, as the private sector does. This is one of the few careers where you can have a very poor performance and still keep your job until you retire!"

Teacher

"Placement of key personnel into position based on training, experience and qualifications for the position. Placement not based on concept of 'no other person applied for the position' and 'being a yes' person."

State Administrator

"Placing enough teachers in their certified credentials in the classroom. (Competent and qualified)"
School Administrator

"Adequate numbers of qualified, certified teachers in all areas but especially in math, science and special education, not only in highly populated residential areas but also in rural, hard to staff areas. Trained, capable Educational Assistants and Part time teachers who would support the schools and certified staff to meet student needs."

School Administrator

"A vice principal should be assigned to every school."

School Administrator

"Principal should have a business manager to handle facilities, classified staff, & budget. Principal's energy should focus on education."

SASA

"Hire qualified teachers in their respective fields. So many are teaching outside their field."
Teacher

Group and Individual Interview Comments

- **What are people saying about problems in this area?**

"Student to teacher ratios must be lowered to benefit each student – it will help address problems of diversity in ability/readiness of our students."

Rural Parent

"Teachers – it's hit or miss. Some are excellent; others babysit."

Military Parent

"I'd work on getting the best possible teachers we can – by improving teacher education at UHM COE, by recruitment, but most of all, by supporting the continued professional growth of teachers."
UH Faculty

"Improve teacher education. We need to draw on the 'best and the brightest' and that also means paying them well to attract and keep high caliber candidates."

Educator

"The pre-service training is so out of touch with what is REAL in schools today. The UH program needs to be revamped."

Parent

"Two different worlds – College of Ed and DOE."

Student Teacher

"Our rural community has special needs – unemployment, poor economy, broad cultural base, that lead to special problems, especially in recruiting qualified teachers and keeping them."
Business Community

"Massive and continuous professional development across the system and this means incentives to keep learning and conditions that allow for it."

Professional Education Member

"The contact person with the public for the State office is simply rude. Interpersonal skills training may be needed for all staff from SASAs to the top."

Educator

"Insure that teachers are culturally sensitive, especially with native Hawaiian kids. All our teachers should take courses in English as a Second Language. Too few know how to help these kids."

Parent

"Teachers leaving after only a year at a school; not staying for a long period of time. We need teachers that stay long enough to make a difference."

Teacher Educator, Rural area

"Promotion via workshop credit does not increase professionalism. DOE workshops lack requirements beyond attendance!"

Teacher Educator

"Teachers who continue to learn and keep current on research and its application in the classroom is vital if we are to improve the basics – reading, writing, math."

Student Teacher

"Resistant old time teachers just close their door and do the same thing they've done for years. How can we help them to learn how to meet the more diverse needs and problems that our students come to school with today?"

Teacher

"Critically review management style and effectiveness of all our administrators – top to bottom. Job descriptions and requirements are simply out-of-date."

Business Community

"Empower administrators to document poor teaching and unprofessional behavior; place real consequences on teachers. Does this mean eliminating the union or tenure? I don't know."

Teacher Educator

"Teachers should be evaluated by the work they do, not qualification or lack thereof. This applies especially to new hires. Often times the best hire on paper turns out to be ineffective in the classroom."

Parent

"Process of tenureship should be removed and allow performance based criteria for tenure and raises."

Parent-Teacher

"We just pass incompetent teachers around the district. Nobody wants them, but they stay on the personnel list. How can you get them off?"

Principal

"There is no post tenure evaluation. Teachers should be evaluated not just by principals, but by peers, students, and parents."

Business Community

"We need to get rid of employees of the DOE who think that working in or for the school is only a job! We need to remove poor workers, teachers, and administrators. We need those who nurture HOPE in our children and not preach LIMITS!"

School Community, Rural

"Staff are often moved to jobs they don't know how to do or have no background or expertise to do."

Teacher Educator

"Infuse new blood into DOE. Educators are not good managers. Need more accountants, planners, business managers, etc. At budget hearings you need accountants and budget people, not educators with math backgrounds trying to do the budget."

State Agency

"How we staff our schools are just out of date. We've been staffing them the same way for 100 years! Schools do more, have more responsibilities and yet no positions so that competent people can be hired – like technology experts, plant, facilities and budget manager, on-staff school psychologist."

Principal

"Right now on Moloka'i, we have three handfuls of 'teachers' who are substitutes. How will our children become interested and learn the subjects when they are taught by unqualified people?"

Business Community

Summary Observations: Over all the surveys and interviews, what are people saying about problems in this area?

#1 Decisions about recruitment, selection, placement and retention of staff are made without regard to the needs of a school or the department section, or are made in a manner which assumes that the needs are uniform across the system. Failure to consider the match of a person's qualifications and strengths/weaknesses to a position results in ineffective or inefficient job performance.

#2 Effective recruitment, selection, placement and retention of teachers who are caring, competent and vested in helping children, their schools and community are impeded by Board policies, rules and regulations, collective bargaining agreements and pre-service/in-service training programs, especially in rural schools.

Examples of barriers: (1) lack of incentives for teachers /administrators who are committed to working long-term in the community; (2) inadequate training for teachers/principals about the children and community; (3) "don't rock the boat" attitude which results in frustration and ultimately flight from the community; (4) a closed system which fails to use parents and community resources to support recruitment, selection, placement and retention of teachers; and (5) a "one size fits all" approach to staffing formulas, facilities management, staff development, etc., that is insensitive to community values and needs.

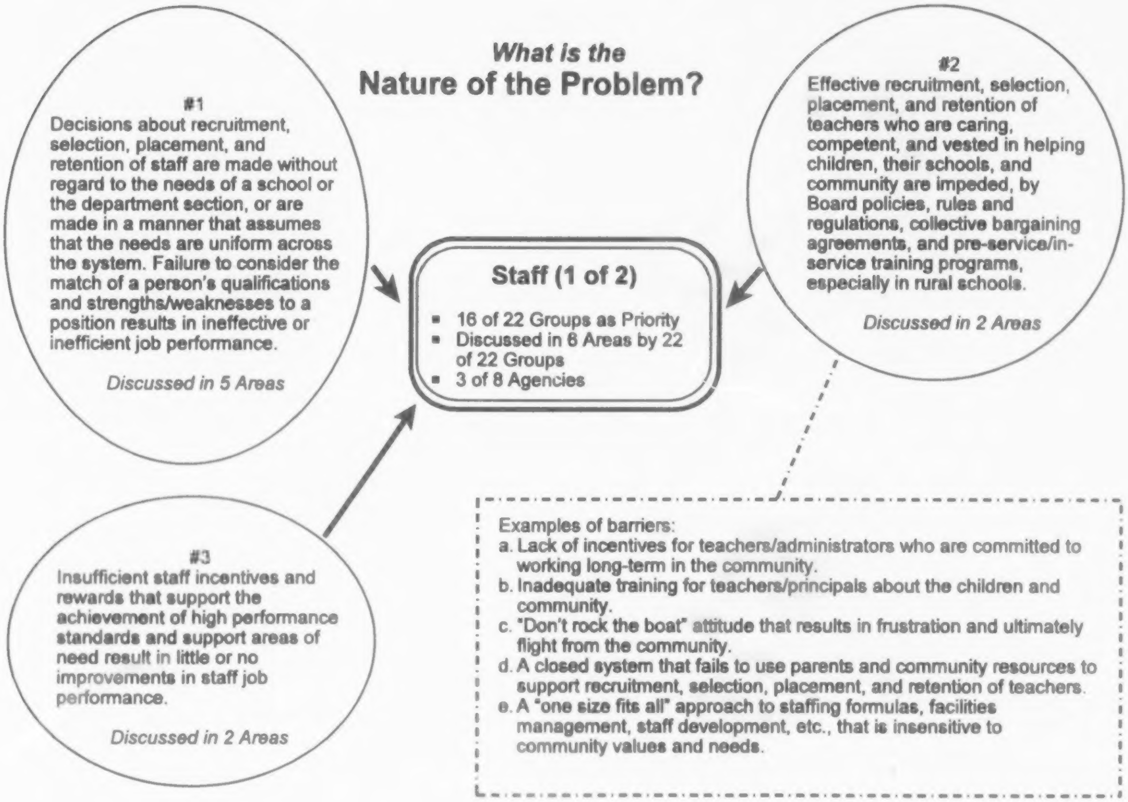
#3 Insufficient staff incentives and rewards that support the achievement of high performance standards and support areas of need result in little or no improvements in staff job performance.

#4 Lack of or insufficient sanctions for inadequate job performance or nonperformance results in little to no improvement in staff job performance. Collective bargaining restrictions and the tenure system protect incompetent employees and impede the use of sanctions for inadequate performance or nonperformance.

#5 Lack of well-designed professional development results in little or no improvement in job performance by principals, teachers, department personnel and other support staff. There is a need for professional development programs that are aligned with research about effective staff development and that support staff performance outcomes aligned with the new emerging needs of public education.

#6 Inadequate pre-service training for new teachers results in a lack of preparedness to teach in a standards-based education system and in an environment with diverse students who have many psychological and social needs.

#7 Lack of a fair, effective staff evaluation system limits improvement in staff performance. There is a need for a staff evaluation system that has clear expectations for performance; support for achievement of expectations; procedures for monitoring and gathering information about performance; and a process for improving performance, including incentives and sanctions.



What is the Nature of the Problem?

Staff (1 of 2)

- 16 of 22 Groups as Priority
- Discussed in 6 Areas by 22 of 22 Groups
- 3 of 8 Agencies

#1
Decisions about recruitment, selection, placement, and retention of staff are made without regard to the needs of a school or the department section, or are made in a manner that assumes that the needs are uniform across the system. Failure to consider the match of a person's qualifications and strengths/weaknesses to a position results in ineffective or inefficient job performance.

Discussed in 5 Areas

#2
Effective recruitment, selection, placement, and retention of teachers who are caring, competent, and vested in helping children, their schools, and community are impeded, by Board policies, rules and regulations, collective bargaining agreements, and pre-service/in-service training programs, especially in rural schools.

Discussed in 2 Areas

#3
Insufficient staff incentives and rewards that support the achievement of high performance standards and support areas of need result in little or no improvements in staff job performance.

Discussed in 2 Areas

Examples of barriers:

a. Lack of incentives for teachers/administrators who are committed to working long-term in the community.
b. Inadequate training for teachers/principals about the children and community.
c. "Don't rock the boat" attitude that results in frustration and ultimately flight from the community.
d. A closed system that fails to use parents and community resources to support recruitment, selection, placement, and retention of teachers.
e. A "one size fits all" approach to staffing formulas, facilities management, staff development, etc., that is insensitive to community values and needs.

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#4
Lack of or insufficient sanctions for inadequate job performance or nonperformance result in little to no improvement in staff job performance. Collective bargaining restrictions and the tenure system protect incompetent employees and impede the use of sanctions for inadequate performance or nonperformance.

Discussed in 3 Areas

#5
Lack of well-defined professional development results in little or no improvement in job performance by principals, teachers, department personnel, and other support staff. There is a need for professional development programs that are aligned with research about effective staff development and support staff performance outcomes that are aligned with the new emerging needs of public education.

Discussed in 4 Areas

What is the ***Nature of the Problem?***

Staff (2 of 2)

- 16 of 22 Groups as Priority
- Discussed in 6 Areas by 22 of 22 Groups
- 3 of 8 Agencies

#7
Lack of a fair, effective staff evaluation system limits improvement in staff performance. There is a need for a staff evaluation system that has clear expectations for performance; support for achievement of expectations; procedures for monitoring and gathering information about performance; and a process for improving performance, including incentives and sanctions.

Discussed in 4 Areas

#6
Inadequate pre-service training for new teachers results in a lack of preparedness to teach in a standards-based education system and in an environment with diverse students who have many psychological and social needs.

Discussed in 3 Areas

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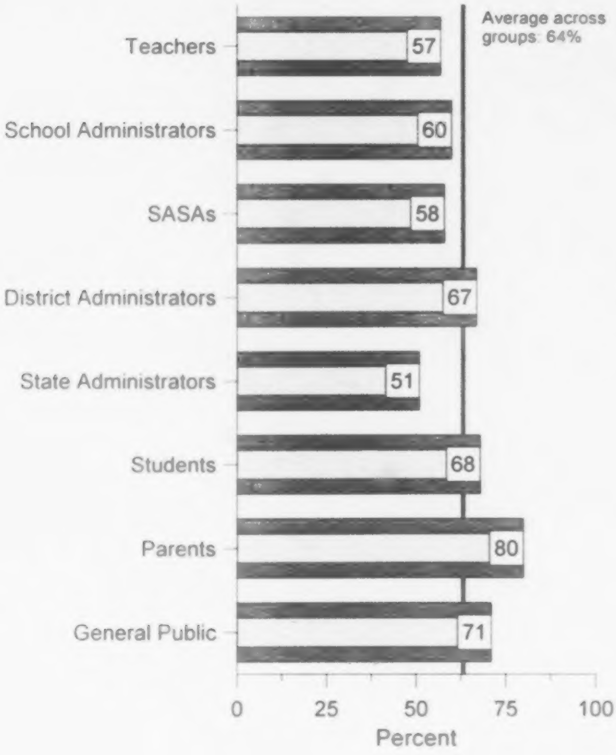
What do data tell us about the importance of improving this area?

Survey Data

- On average 64% of the surveyed groups thought it "Very Important" to improve Staffing in the DOE.



Staffing Area

"Very Important" Ratings by Group

- ▫ DOE staff, for the most part, did not rate the need to improve this area as highly as non-DOE groups. DOE staff "Very Important" percentages ranged from a low of 51% among state administrators to a high of 67% among district administrators.

- ▫ Students (68%), the general public (71%), and parents (80%) all rated the area as being more important to improve than any of the DOE staff groups. Indeed, the parent rating of 80% was the highest of any group for any of the 12 areas.

- Staffing had an average ranking of 4 out of 12 among all groups surveyed. DOE staff ranked the need to improve staffing as being of less importance than did students, parents, or the general public.
  - DOE staff, as a whole, ranked it as 6th in importance among the 12 areas. DOE staff rankings included: teachers, 4th; school administrators, 6th (tied with Administration); SASAs, 7th (tied with Funding); district administrators, 4th; and state administrators, 8th.
  - Students ranked the area as 2nd in importance (tied with Curriculum and Instruction), the general public as 3rd (tied with Communication and Administration), while parents ranked Staffing as 1st among the twelve areas.
- There was wide variation among the survey groups regarding the six survey items included within the Staffing area (see Appendix B, page B - 14 for details).
  - Eighty-four percent (84%) of teachers found "the use of teachers' time so that non-instruction tasks do not interfere with teaching or preparation" to be "Very Important." Only 38% of state administrators found this item to be "Very Important."
  - "Teacher placement so that teachers are given assignments for which they are fully prepared" drew strong agreement from teachers, with 76% of teachers rating this item as "Very Important."
  - On the other hand, only 30% of teachers highly rated "the adequacy and rigor of teacher evaluation." Other groups' ratings of their own "adequacy and rigor or selection, training, and evaluation" were higher: school administrators, 68%; district administrators, 64%; and state administrators, 47%.
- There were few significant differences within survey groups regarding the Staffing area items on the written surveys (see Appendix B, page B - 21 for details). For example, teachers did not respond to survey items differently based on their location (O'ahu or Neighbor Island) or school type (elementary, middle/intermediate, high school, or multi-level schools). The same is true for the other written survey groups.
- There were more significant differences between survey groups. For example, school administrators and teachers were significantly different in their distribution of responses on all six of the items in the Staffing area. With regard to the item concerning the "adequacy and rigor of teacher evaluation," 59% of school administrators rated this as "Very Important" compared with 30% of teachers.
- Although the Staffing area was not viewed as being one of the more "Very Important" areas in the item analysis of the written surveys, Staffing was over-represented among the comments of the written survey groups. Four areas of concern became apparent in analyzing Staffing comments: Class size and the

student-to-teacher ratio; staff training and quality; staff evaluation, and assignment of staff to appropriate positions.

- *Class size and student-to-teacher ratio*: All groups cited the need to reduce class size. Class size was explicitly identified in the Blue Ribbon Commission on Teacher Morale as one of the seven categories that negatively affected teacher morale.

- *Staff training and quality*: All groups found the quality of staff to be lacking. This was most apparent in the students' comments, which emphasized the need for caring, quality teachers who were well trained in their subject areas. Teachers' comments were often directed toward the need for more preparation time – PAID preparation time, and that much of their time was given over to non-instructional tasks. All groups indicated that training should be ongoing and that pre-service training needs to be more in line with the realities of the school and classroom.

- *Staff evaluation*: All groups stated that staff assessment should be rigorous and serious, with detailed, objective criteria for assessment of performance. Policies and procedures for eliminating unqualified or below standard personnel were also recommended.

- *Assignment of staff to appropriate positions*: All groups called for assignment of staff to positions for which they were qualified. Assignment of teachers to subject areas for which they are prepared or credentialed was particularly noted. The current DOE structure and climate (including HSTA) serves to protect and preserve the status quo and incompetency among staff. No sanctions exist to prune the incompetents and no rewards are in place to promote self-improvement and development.

Group and Individual Interview Data:

- Staffing was selected as one of the top three priority areas for improvement by 16 of 22 focus groups.
- All 22 focus groups discussed Staffing in a number of other need areas.
- Aspects of the Staffing need were discussed in 5 other areas Accountability, Administration, Curriculum and Instruction, Funding, and Policy and Rules.
- 3 of 8 agencies discussed Staffing (both of the community agencies, and 1 of 6 State agencies).

What else should be considered?

- Staffing is essential for the effective and efficient functioning of any organization. Proper staffing ensures adequate levels of staff, who are well-trained and competent, and who are assigned to positions for which they are fully qualified. Well-trained and caring teachers are directly responsible for providing high quality classroom instruction that effectively meets the needs of diverse learners. Administrative positions, such as school and central office administrators, are responsible for creating, organizing, and maintaining those conditions that sustain and improve teachers' effective performance.

- While analysis of interviews found that Staffing issues were associated with five other improvement areas, Staffing appears most closely related to two areas: Accountability and Curriculum and Instruction. Having well-trained staff assigned to areas for which they are competent has direct connection to the delivery of quality curriculum and teaching practices. Further, staff at all levels within system should be knowledgeable concerning their responsibilities and their attendant consequences. Staffing was also viewed as being linked to funding, particularly when staffing at required levels is made possible through adequate funding.
- If, as many comments indicated, class size and the high student-to-teacher ratio were to be reduced, the Staffing area would need to be addressed. It is generally understood that gains in student performance can more readily be achieved when staff are both appropriate in number and quality.

Where did we get this information?

- *Blue Ribbon Commission on Teacher Morale, Preliminary Report* (State of Hawai'i; Fall 1998)
- *Effective Schools Survey Report, Cycle 2: 1995-1997* (Department of Education; September 1997)
- *Hawai'i Education 2000 Conference Survey* (Hawai'i Education 2000 Conference; October 1998)
- *Hawai'i Opinion Poll on Public Education, 1998* (Department of Education; September, 1998)
- *Ke Ala Hoku Community Survey* (July 1998)
- *National Education Goals: Building a Nation of Learners* (The National Education Goals Panel; May 1998)
- *New Ways of Thinking About Education* (Civic Forum on Public Schools; May 1998)
- *The Superintendent's Eighth Annual Report on School Performance and Improvement in Hawai'i* (Department of Education; in draft)
- *The Superintendent's Seventh Annual Report on School Performance and Improvement in Hawai'i* (Department of Education; 1997)
- Surveys – Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls – Parents, General Public
- Interviews – Focus Groups, Individuals

STANDARDS (HAWAI'I CONTENT & PERFORMANCE STANDARDS) IMPLEMENTATION

Summary

Description of this area

The Hawai'i Content and Performance Standards (HCPS) specify what students should know and be able to do at different grade levels. The HCPS document or "blue book," as it has come to be called, sets forth 1,544 content and performance standards in language arts (495), mathematics (119), science (418), social studies (133), fine arts (89), health and fitness (113), world languages (76), and home and work skills (101).

Nature of the problem

Respondents to the Comprehensive Needs Assessment surveys provided over 2,400 open-ended comments and participants in interviews provided 30 recorded discussions. Stakeholders' comments about their experiences are particularly valuable for gaining insight into the nature of problems, issues, and concerns with our school system. Content analysis and synthesis of those comments and interview discussions suggest the following summary observations about the nature of the problems with the HCPS and its implementation in the schools:

#1 *Quality:* Lack of high standards and expectations for student learning compared to other states results in low student achievement and students unprepared for their future.

#2 *Usefulness:* Lack of clear, concise and "user friendly" standards results in the HCPS not being used by teachers and administrators to guide decisions about curriculum, instruction, and assessment.

#3 *Understanding:* Lack of common understanding about the HCPS and what it means throughout the system results in little or no implementation of the standards.

#4 *Adequacy:* HCPS does not adequately reflect some important dispositions, attitudes, and skills which students should achieve. The standards are heavy on content and do not value learning processes, and therefore are not valued or fully implemented.

#5 *Support and Resources:* Lack of support and resources for teachers, administrators, parents and the larger community to understand and implement the HCPS results in the HCPS not being the focus for system and school efforts.

Importance of improving this area

- **Why is this area important?**
  Student content and performance standards specify clear targets for what students are expected to learn and teachers are expected to teach. Standards are a powerful

tool for organizing curriculum, instruction, and assessment coherently, improving student learning by increasing the continuity of learning and its cumulation from grade level to grade level. Standards for what students should know and be able to do help teachers to sharpen the focus of their instruction; to consistently communicate to students, parents, and the community the expectations of what it is that students should be learning; to guide their selection or adaptation of instructional materials and assessments in ways that are in concordance with each other and that contribute toward achieving one central goal – every student's attainment of the standards.

- **Empirical findings**
  - In December 1998 the Performance Standards Review Commission completed its work which was summarized in a report, *Final Report of the Performance Standards Review Commission.* Selected findings included:
    - "Teachers did not find the Blue Book to be a 'user-friendly' document..."
    - "The Blue Book contains primarily content standards and not performance standards."
    - "The Blue Book does not address broad, global concepts that are applicable to *all* students."
    - "There is no overarching vision of performance standards as the central driving force to improve student learning. There is confusion and inconsistency in perception of the purpose and scope of the Hawai'i Content and Performance Standards..."
    - "There has been no systematic implementation plan for the Hawai'i Content and Performance Standards. Implementation of the content and performance standards has been uneven in quality and effort. A commitment of time and resources has been lacking."
    - "Schools that have made an attempt to implement standards have found standards helpful in developing and aligning the curriculum, in providing a focus for teaching and learning, and in sharing through articulation and professional development."
    - "A statewide assessment system, which identifies and translates data from various levels of the school system to determine how well our students are achieving the standards, is lacking. At the classroom level, teachers need training to assess student performance according to the standards."
  - The Board of Education supported the Department's attempts to secure funding in 1996, 1997, and 1998 from the Hawai'i Legislature for HCPS implementation. Unfortunately, funding for implementation, which mainly would have supported inservice time and staff development activities for teachers, was not secured.

- Among all groups surveyed, improving HCPS and its implementation ranked relatively low as a improvement area, 8 out of 12. HCPS was tied in rank with the areas of Student Performance and Technology and was higher in rank only to Accountability, Policies and Rules, and Research and Development.

- On the staff survey, teachers perceived the need to improve HCPS lower in importance than all other role groups (43%). District administrators (70%) and school administrators (67%) perceived HCPS as an improvement area of relatively high importance.

- In terms of the percent of respondents selecting "Very Important," parents (67%) and the general public (58%) perceived the need to improve HCPS as somewhat higher in importance than teachers (43%), SASAs (54%), state administrators (52%) and students (39%).

- Two (2) of 22 focus groups selected HCPS as a priority for in-depth discussion (2 of 3 parent groups).

- HCPS-related issues occurred during 9 of 22 groups' discussion of other improvement areas.

Relationship to other areas
In the group interviews, HCPS was noted in connection with three other improvement areas: Accountability, Curriculum and Instruction, and Staffing.

Summary interpretations
All staff role groups (except SASAs) considered "the public's understanding of what teachers should be teaching and students should be learning" the least important HCPS improvement item. However, focus group interviews indicated the need to increase broad-based public understanding and support of HCPS implementation. It seems clear that fundamental and common understanding of the purposes of the HCPS and standards-based education across stakeholder groups is lacking, and that better communication about them is needed.

There was a strong association in focus group interviews between the areas of Curriculum and Instruction, Staffing, and Accountability with the HCPS area. Subsequent improvement plans for the HCPS, Curriculum and Instruction, Accountability, and/or Staffing should reflect the interrelationships between and among these improvement areas.

STANDARDS (HAWAI'I CONTENT & PERFORMANCE STANDARDS) IMPLEMENTATION

How is this area described?

- The following description was used in the VoicePoll question regarding the Hawai'i Content and Performance Standards (HCPS): "Hawai'i public schools have content and performance standards that spell out what students should know and be able to do at different grade levels." (The question asked was: "How important is it to improve teachers', students', and parents' understanding and implementation of these standards?")

- For the stakeholder interviews, the description of HCPS used was the same, i.e., what students should know and be able to do at different grade levels. The issue used to initiate discussion about HCPS was "Having all our teachers, students, parents, and community understand and use HCPS, that is, what students should know and be able to do at different grade levels."

- The "short-form" student survey and longer written surveys also used the same generic description of HCPS. In the longer surveys of department staff, the specific questions about the HCPS and its implementation probed the importance of improving:

    - the quality and clarity of the standards;

    - teacher training to use HCPS for classroom instruction and assessment;

    - public understanding of the standards (i.e., in terms of what teachers should be teaching and students should be learning); and

    - support and resources for schools to implement HCPS.

Sources:
- Surveys: Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls: Parents, General Public
- Interviews: Focus Groups, Individuals

What is important background information for this area?

- Hawai'i Legislature created the Hawai'i Commission on Performance Standards in 1991 (Act 334, SLH 1991) and in 1992 the Commission started its work to "determine what students should know, what they should be able to do, and what their attitudes toward learning should be."

- The work of the Commission was published in 1994 and the Board of Education accepted the Commission's Hawai'i Content and Performance Standards (HCPS) document. The "blue book," as it has come to be called, lays out 1,544 content and performance standards in language arts (495), mathematics (119), science (418), social studies (133), fine arts (89), health and fitness (113), world languages (76), and home and work skills (101).

- In 1994 the Legislature enacted legislation (Section 302A-201, HRS) that required the Board of Education to "appoint a performance standards review commission, to be convened at the beginning of 1997-98 school year, and every four years thereafter, to assess the effectiveness of the performance standards."

- In October 1995, the Board of Education set policy (#2015), which stated in part as follows: "The Superintendent shall promulgate guidelines which fully specify Department practices for the implementation of standards."

- Efforts by the Board of Education and the Department to secure funding from the 1996 Legislature for HCPS implementation, which mainly would have funded inservice time and staff development activities for teachers, were not successful.

- In June 1996, schools were directed to implement HCPS and submit proposed revisions and standards-based instructional modules along with assessments.

- In September 1996, the Department of Education submitted a *Summary Report on "School Survey: Curriculum Alignment, Articulation, and Implementation of the Hawai'i Content and Performance Standards"* to the Board of Education's Committee on Regular Education, K-12.

- Efforts by the Board of Education and the Department to secure funding from the 1997 Legislature for HCPS implementation, which mainly would have funded inservice time and staff development activities for teachers, were not successful.

- An effort by the Board of Education and the Department to secure funding from the 1997 Legislature for the operations of the Performance Standards Review Commission, required by statute to begin in 1997-98, was unsuccessful.

- The University of Hawai'i, Curriculum and Development Group, under a memorandum of agreement with the Department funded by a Title VI federal grant, conducted a study of schools' 1996-97 HCPS reviews and standards-based instructional modules entitled *HCPS Schools Review of Standards and Instructional-Module Development* (published February 1998).

- In memoranda from then Superintendent Aizawa dated August 1997 and October 1997, schools were directed to apply a revised set of dimensions and criteria to their instructional modules to revise and improve the modules.

- In December 1997 the Board of Education's Regular Education Committee recommended the appointment of an 11-member Performance Standards Review Commission, which the full Board approved in January 1998.

- The new Performance Standards Review Commission met for the first time in February 1998 to begin its work. Under statute the Commission was charged with (1) assessing the implementation of the HCPS, (2) assessing the effectiveness of the HCPS, and (3) making recommendations for improving the HCPS and strengthening implementation.

- Efforts by the Board of Education and the Department to secure funding from the 1998 Legislature for HCPS implementation, which mainly would have funded inservice time and staff development activities for teachers, were not successful.

- Another effort by the Board of Education and the Department to secure funding from the 1998 Legislature for the operations of the Performance Standards Review Commission also was unsuccessful.

- The Board of Education, in May 1998, approved adjustments to the Department's 1998-99 supplemental budget that provided approximately $840,000 for standards implementation in the schools and for initial revision of the statewide student assessment program.

- In December 1998 the Performance Standards Review Commission completed its work which was summarized in a report, *Final Report of the Performance Standards Review Commission*. The report was presented to and accepted by the Board of Education on January 8, 1999.

What is the nature of the problem in this area?

Existing Data

- Selected findings from a *Summary Report on "School Survey: Curriculum Alignment, Articulation, and Implementation of the Hawai'i Content and Performance Standards"* provided by the Department to the Board of Education's Committee on Regular Education, K-12, in September 1996 include:

    - In terms of the proportion of schools reporting their curricula as being "Completely aligned with HCPS," it appears that most progress had been made in the areas of Language Arts (29.2%), Mathematics (24.9%), Science (20.2%), Social Studies (17.0%), and Health & Fitness (14.0%).

  - For Language Arts and Mathematics, relatively few schools reported "Not at All" for the extent of their curriculum alignment with the HCPS: 3.7% and 6.9%, respectively.

  - The least amount of curriculum alignment with HCPS, 43.4% "Not at All," occurred in the area of World Languages, although this may be a reflection of the relative scarcity of World Language programs at the elementary level.

  - Data regarding the extent of curriculum *articulation* within a school were highly similar to data regarding the extent of *alignment* of curriculum with the HCPS. The two closely paralleled each other.

  - Three-quarters of the schools reported that the HCPS had been shared with parents. Though, in nearly half of the responding schools (49.7%), low proportions of parents, 10% or less of the school's parent population, had been informed about the HCPS. Most schools took more than one approach to informing parents.

- Selected findings from the University of Hawai'i, Curriculum Research and Development Group's report, *Content and Performance Standards, Schools' Reviews of Standards and Instructional Module Development*, on schools and complexes HCPS work in 1996-97, include:

  - Major efforts were made by many schools in their review of the HCPS. Schools and complexes had a high completion rate for reviewing standards.

  - Of the schools that reviewed content standards, the mean number of content standards examined was 4. Of the schools that reviewed performance standards, the mean number of performance standards reviewed was 11.

  - The majority of actions suggested by schools and complexes were to "revise" HCPS (not necessarily to reduce HCPS). The most common rationale given for the revision of specific standards was that the standard as written is "unclear."

  - Common suggestions from schools and complexes regarding HCPS included: reconfigure grade level groupings; reformat the blue book; provide support services to teachers; clarify and simplify the standards; change content (e.g., more consistency with the standards of national curriculum organizations); make standards relevant to Hawai'i's students; and recognize level of attainment.

  - Seventy-two percent (72%) of the schools and 100% of the complexes were credited with submitting an instructional module.

- A 1997 American Federation of Teachers review of Hawai'i's English, mathematics, science and social studies standards were rated overall as "clear, specific, and grounded in content." In terms of whether the HCPS are clear enough to provide the

basis for a "common core curriculum," Hawai'i's standards in language arts and social studies were judged "borderline."
[Source: *Making Standards Matter*, 1997.]

- In 1997 a Fordham Foundation review, Hawai'i's English language arts/reading standards were given a total rating of 41 on a composite of several dimensions; the mean for the 28 states included in that review was 51.
[Source: *State English Standards*, 1997]

- In two subsequent Fordham Foundation reviews, Hawai'i's mathematics standards were rated "F" and science standards were rated "A."
[Source: *State Mathematics Standards*, 1998; *State Science Standards*, 1998]

- The "rigor" of Hawai'i's mathematics and English language arts standards were both rated as "C" by the Council for Basic Education.
[Source: *Great Expectations?*, 1998]

- The overall conclusions of the Performance Standards Review Commission included, in part, the following: "The State of Hawai'i has not committed to comprehensive efforts for implementing the Hawai'i Content and Performance Standards."
[Source: *Final Report of the Performance Standards Review Commission*, 1998]

- The Review Commission's specific findings about the *effectiveness* of the HCPS included the following:
    - "There was general support for the Hawai'i Content and Performance Standards. Locally developed, they provide a basis for statewide continuity."
    - "Teachers did not find the Blue Book to be a 'user-friendly' document..."
    - "The belief that all students can learn has not been embraced by everyone."
    - "The commitment to apply the Hawai'i Content and Performance Standards to *all* students has not been made statewide."
    - "Some academic areas are not represented in the Hawai'i Content and Performance Standards (i.e., vocational education, health, safety, and technology).
    - "The Blue Book contains primarily content standards and not performance standards."
    - "The Blue Book does not address broad, global concepts that are applicable to *all* students."

- The Review Commission's specific findings about the *implementation* of the HCPS included the following:

    - "There is no overarching vision of performance standards as the central driving force to improve student learning. There is confusion and inconsistency in perception of the purpose and scope of the Hawai'i Content and Performance Standards, in light of the national standards and other DOE documents and initiatives."

    - "There has been no systematic implementation plan for the Hawai'i Content and Performance Standards. Implementation of the content and performance standards has been uneven in quality and effort. A commitment of time and resources has been lacking."

    - "Schools that have made an attempt to implement standards have found standards helpful in developing and aligning the curriculum, in providing a focus for teaching and learning, and in sharing through articulation and professional development."

    - "There are examples of committed educators who have incorporated selected standards into their curriculum, clearly evidencing the dedication and creativity of Hawai'i's teachers."

    - "A statewide assessment system, which identifies and translates data from various levels of the school system to determine how well our students are achieving the standards, is lacking. At the classroom level, teachers need training to assess student performance according to the standards. At the system level, assessment of overall student progress must be sufficiently funded and staffed."

    - "Parents and community members have not been involved in the implementation process, and minimal communication about standards has resulted in their lack of knowledge and understanding of the standards."

Survey Comments

- **What are people saying about problems in this area?**

"During 1997 every school in the State of Hawai'i and its teachers were asked to evaluate (give their input) the Hawai'i Content and Performance Standards item by item that pertained to their grade level. The teachers at our school, like many others, spent many hours after school going over the standards and discovered these problems: difficulty in understanding the wording of some of the standards and rewrote to improve them, ambiguous and need for clarification, redundant, not applicable and should be deleted. Our itemized suggestions were sent to the state office. We were told by our administrator that this input was available and necessary and a revised copy of the Hawai'i Content and Performance Standards would be forthcoming... Now, a year later, what happened to the input of all those teachers? We are still waiting for a revised copy of the blue book (Performance Standards). How can the teachers teach or evaluate from something that is flawed? Is this going to be the backbone of our school system?"

Teacher

"Most teachers seek and appreciate more direction in what they are to teach. Curriculum needs to be much more specific that the Hawai'i Content and Performance Standards. Stop asking every teacher in every school to write curriculum alignments. What a waste of time!"

Teacher

"Hawai'i Content and Performance Standards needs to be revised. At our school we worked on aligning the standards to one area, science... and discovered the need for revisions. Testing cannot be done when statewide curriculum is not consistent."

Teacher

"Our system needs to have Content & Performance Standards that are manageable and user friendly; an assessment system that measures achievement based on Hawai'i's Content & Performance Standards; curriculum in schools that are aligned across & through grade levels."

School Administrator

"Systematic implementation of Hawai'i Content and Performance Standards. This should occur by the development of benchmarks for the standards and an assessment system. Accompanying this will be the need for staff development and training of teachers on how to implement standards-based instruction. I believe there should be a statewide plan for this – not leave it to individual schools."

School Administrator

"Streamlining, clarifying the Hawai'i Content and Performance Standards so that there is a reasonable number per grade level that are well articulated & sequential. Assessment then based on the Standards. When the Standards can become manageable, then teachers will know what they are held accountable for, public understanding of what schools do will improve, budget considerations will be in alignment."

School Administrator

"Ensure that all school level administrators understand and are able to clarify the need for standards-based instruction. It makes no sense to have schools align their curricula with the HCPS if the relevance is not stressed."

School Administrator

"Limits standards/goals/expectations to a realistic, workable amount."

School Administrator

"Use of 'standards' should be in place at public schools – all."

School Administrator

"Content standards is a step in the right direction, however, teachers (and administrators) do need to know how to apply them to instruction or they will not do the student any good."

SASA

"A reorganizing of the HCPS is necessary to prevent negativity from teachers – the Supt will have to do a major resell on the HCPS – the presentation of the document itself and the accompanying implementation activities were disasters!"

District Administrator

"Clearer standards. We need to transform the current inert statements of content into active expectations for performance."

State Administrator

"I would like to see more standardized requirements for all grades."

Parent

"Having been an educator in Hawai'i public schools for many years as well as in four other states, I would say one of the main problems in Hawai'i public schools is a laissez-faire attitude towards content and curriculum. I think we need a standardized curriculum for the state that would make acquisition of skills more equitable and would clearly tell teachers what it is they are expected to teach. The current curriculum and performance standards do not do that."

General Public

"I would say setting clear standards and then enforcing them. So you know what you're supposed to do as a student and what to expect of a student if you're a teacher or parent. ...it would help them understand where they're at, where they're supposed to be going."

General Public

"All areas that have been identified are extremely important. But I think that we need to prioritize getting the standards clearly written so that teachers aren't trying to interpret the standards and then trying to align curriculum appropriately. I think teachers have an important job to be working in the classroom and not trying to design the curriculum standards or design the curriculum itself."

General Public

"Please allow teachers to have more direct input into budget decisions and teaching and curriculum decisions. And more input into the standards. Could we have national standards instead of spending so much time creating our own local standards that just don't match up?"

General Public

"I believe that in order to improve the education system that we need to raise the standards, and one way is to use the content and performance standards at all levels and hold every grade level teacher accountable as well as the students and the parents so that we can raise the academic achievement of our students."

General Public

"I believe that the standards need to be well publicized. I think that the materials in district, even within a school, need to be standardized. I don't think it should be left up to the classroom teacher or the grade level chairs or even the principal to decide upon which materials they use at each classroom... I think there needs to be a lot more conformity and implementation of the standards across the district as a whole."

General Public

Group and Individual Interview Comments

- **What are people saying about problems in this area?**

"If there is one thing we know, high expectations improves student learning. The blue book just does not set high enough standards."

Parent

"HCPS does not include some very important skills (character, attitude, critical thinking) that kids will need for their future. With those missing parts, people won't think HCPS is valuable and take it seriously."

Parent

"The blue book is just too massive to be useful. And if its not useful, its not going to be put into action."

School Community

"Principals and teachers are not getting the support and training they need to put the blue book into effect. Everything is just so piecemeal and sporadic."

Principal

"What the blue book means from one school to another . . . one teacher to another . . . is so different. We are all over the place. If we don't get on the same page, the kids just aren't going to achieve the standards."

District Staff

Summary Observations: Over all the surveys and interviews, what are people saying about problems in this area?

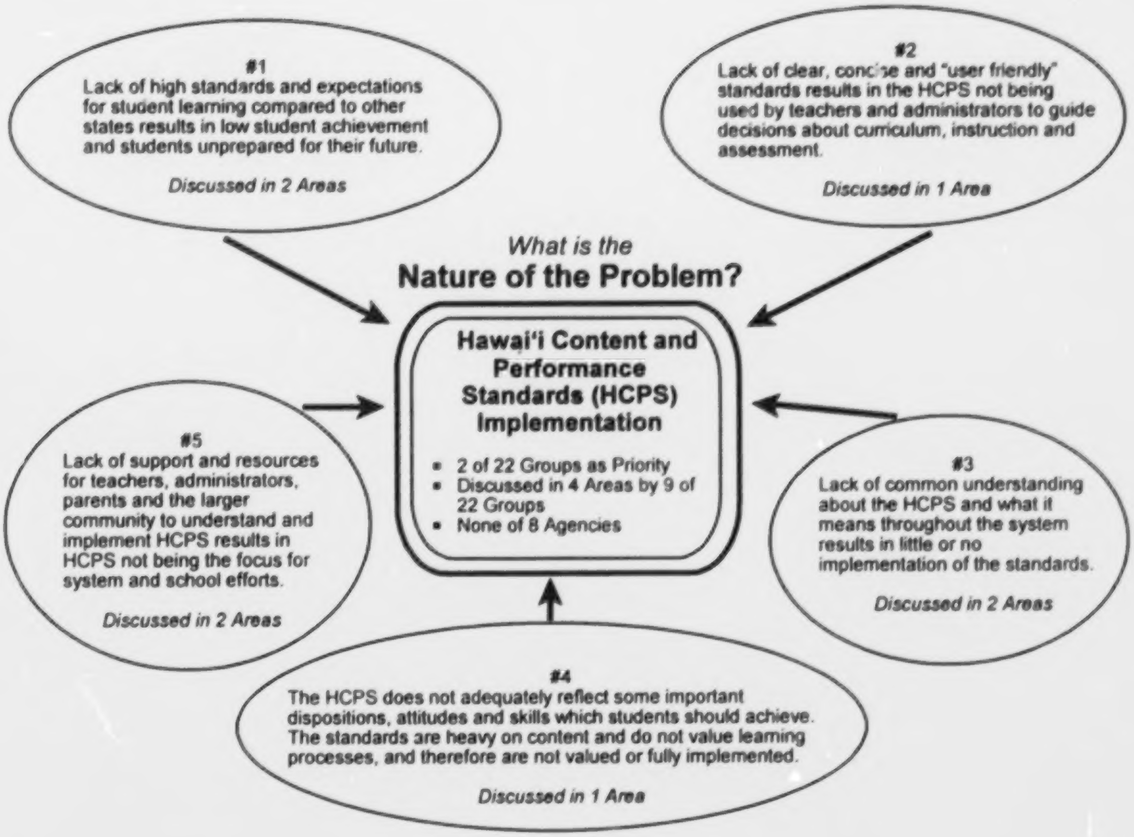
#1 *Quality:* Lack of high standards and expectations for student learning compared to other states results in low student achievement and students unprepared for their future.

#2 *Usefulness:* Lack of clear, concise and "user friendly" standards results in the HCPS not being used by teachers and administrators to guide decisions about curriculum, instruction, and assessment.

#3 *Understanding:* Lack of common understanding about the HCPS and what it means throughout the system results in little or no implementation of the standards.

#4 *Adequacy:* HCPS does not adequately reflect some important dispositions, attitudes and skills which students should achieve. The standards are heavy on content and do not value learning processes, and therefore are not valued or fully implemented.

#5 *Support and Resources:* Lack of support and resources for teachers, administrators, parents, and the larger community to understand and implement the HCPS results in the HCPS not being the focus for system and school efforts.



What is the

Nature of the Problem?

Hawai'i Content and Performance Standards (HCPS) Implementation

- 2 of 22 Groups as Priority
- Discussed in 4 Areas by 9 of 22 Groups
- None of 8 Agencies

#1
Lack of high standards and expectations for student learning compared to other states results in low student achievement and students unprepared for their future.

Discussed in 2 Areas

#2
Lack of clear, concise and "user friendly" standards results in the HCPS not being used by teachers and administrators to guide decisions about curriculum, instruction and assessment.

Discussed in 1 Area

#3
Lack of common understanding about the HCPS and what it means throughout the system results in little or no implementation of the standards.

Discussed in 2 Areas

#4
The HCPS does not adequately reflect some important dispositions, attitudes and skills which students should achieve. The standards are heavy on content and do not value learning processes, and therefore are not valued or fully implemented.

Discussed in 1 Area

#5
Lack of support and resources for teachers, administrators, parents and the larger community to understand and implement HCPS results in HCPS not being the focus for system and school efforts.

Discussed in 2 Areas

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What do data tell us about the importance of improving this area?

Existing Data

- Policy #2015, Hawai'i Content and Performance Standards, was established by the Board of Education in October 1995. The policy directed, in part, that "Schools shall articulate and align their curricula – by grade level, subject area, courses, and/or other appropriate units – with the Hawai'i Content and Performance Standards of the Department of Education. The school's articulated curricula shall be shared with parents and students with the intent of involving parents/guardians as partners in the education of their children."

- The Board of Education supported the Department's attempts to secure funding in 1996, 1997, and 1998 from the Hawai'i Legislature for HCPS implementation. Unfortunately, funding for implementation, which mainly would have supported inservice time and staff development activities for teachers, was not secured.

- The Board of Education, in May 1998, approved adjustments to the Department's 1998-99 supplemental budget that provided approximately $840,000 for standards implementation in the schools and for initial revision of the statewide student assessment program.

- The third most frequently mentioned problem facing Hawai'i public education by the general public (14%) was "poor curriculum and low standards."
  [Source: *Hawai'i Opinion Poll on Public Education*, 1998]

- The main conclusions of the Performance Standards Review Commission included, in part, the following:

  - "Standards-based education is an extremely effective way to organize education to improve student learning."

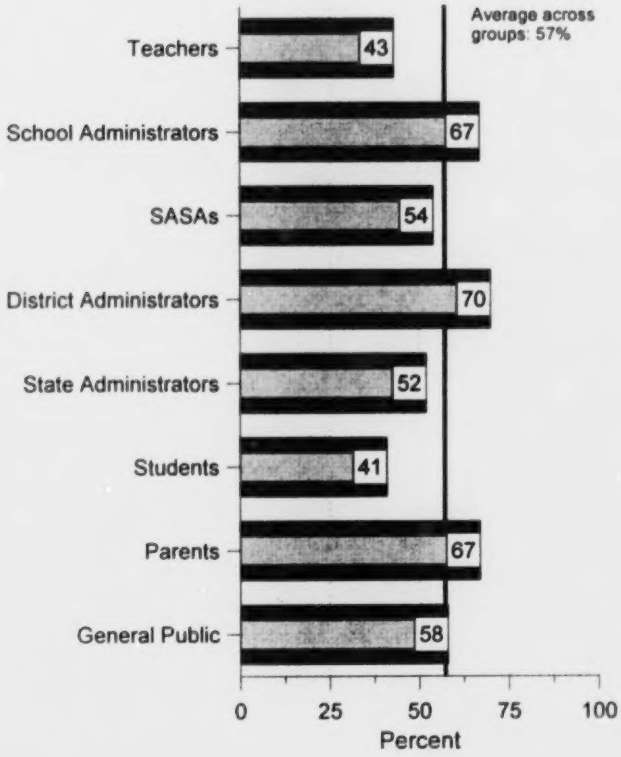
  - "Hawai'i's educational system is ready for standards-based education."
    [Source: *Final Report of the Performance Standards Review Commission*, 1998]

Survey Data

- Among all groups surveyed, improving HCPS and its implementation ranked relatively low as a improvement area, 8 out of 12. Standards (HCPS) Implementation was tied in rank with the areas of Student Outcomes and Performance and Technology, and was higher in rank only to Accountability, Policies and Rules, and Research and Development.

- Nonetheless, 57% of all respondent groups, on average, indicated that improving HCPS and its implementation was "Very Important."

HCPS Implementation Area
"Very Important" Ratings by Group



- On the staff survey, teachers perceived the need to improve HCPS lower in importance than all other role groups (43%). District administrators (70%) and school administrators (67%) perceived HCPS as an improvement area of relatively high importance.

- In terms of the percent of respondents selecting "Very Important," parents (67%) and the general public (58%) perceived the need to improve HCPS as somewhat higher in importance than teachers (43%), SASAs (54%), state administrators (52%) and students (39%).

- Of the four specific HCPS questions used on staff surveys, three issues drew nearly constant levels of "Very Important" support within any given group: "the quality and clarity of the HCPS," "training for teachers on how to use the HCPS," and "support and resources for schools to implement HCPS." (See Appendix B, page B - 15 for details.)

- The specific HCPS improvement question regarding "the public's understanding of what teachers should be teaching and students should be learning," drew the lowest ratings of the four specific questions – except for SASAs with 60% indicating "Very Important" – across most Department staff groups (ranging from a low of 33% for teachers to a high of 53% for school administrators).

- Interestingly, a related survey question (#44) in the improvement area of Student Performance asked how important is it to improve "The expectations we have for students' achievement and behavior?" All Department staff groups gave relatively high ratings to this item with 67% to 76% indicating "Very Important." In contrast to the teachers average 43% "Very Important" rating for the HCPS items, their rating for this item (re: expectations) was 71%.

- Survey respondents provided a relatively small number of open-ended comments about HCPS compared to the total number of comments given for all 12 improvement areas. Of the total number of "mentions" content coded, the open-ended comments from teachers (2.4%), school administrators (6.9%), SASAs (1.1%), district/state administrators (2.8%), students (0%), parents (4.8%), and general public (1.8%) contained relatively few mentions of HCPS issues. (See Appendix B, pages B-36 through B-39.)

Group and Individual Interview Data

- Hawai'i Content and Performance Standards (HCPS) and their implementation was described in the interviews as "Having all our teachers, students, parents, and community understand and use HCPS, that is, what students should know and be able to do at different grade levels." Two (2) of 22 groups selected HCPS as a priority for in-depth discussion (2 of 3 parent groups).

- HCPS-related issues occurred during 9 of 22 group's discussion of other improvement areas (2 of 3 parent groups; 2 of 5 school community groups; 1 of 4 teacher education groups; 1 of 4 business community groups; 2 of 2 system level groups; and 1 of 1 higher education group).

- HCPS was noted in three other improvement areas: Accountability, Curriculum and Instruction, and Staffing.

- None (0) of 8 agencies mentioned issues relating to HCPS.

What else should be considered?

- Teachers and students rated improving this area less important than other role groups. Teachers, relative to other stakeholders, also gave lower ratings to improving the area of Curriculum and Instruction. It may be that as HCPS and curriculum and instruction are already closely related to teachers and their daily efforts to improve teaching and learning, teachers might perceive improving HCPS as less important relative to improving other areas (e.g., School Environment).

- All staff role groups (except SASAs) considered "the public's understanding of what teachers should be teaching and students should be learning" the least important HCPS improvement item. However, focus group interviews indicated the need to increase broad-based public understanding and support of HCPS implementation. It seems clear that fundamental and common understanding of the purposes of the HCPS and standards-based education across stakeholder groups are lacking, and that better communication about them is needed.
- There was a strong association in focus group interviews between the areas of Curriculum and Instruction, Staffing, and Accountability with the Standards (HCPS) Implementation area. The relationships among them is likely as follows:
    - To have quality implementation of the *HCPS*, there is a need for quality *curriculum and instruction.*
    - To have quality implementation of the *HCPS*, there is a need for caring and competent *staff.*
    - To have *accountability*, there need to be clear standards and expectations (*HCPS*) with resources and support to achieve the standards.
- Subsequent improvement plans for Standards (HCPS) Implementation, Curriculum and Instruction, Accountability, and/or Staffing should reflect the interrelationships between and among these improvement areas.

Where did we get this information?

- *Hawai'i Opinion Poll on Public Education, 1998* (Department of Education; September, 1998)
- *Summary Report on "School Survey: Curriculum Alignment, Articulation, and Implementation of the Hawai'i Content and Performance Standards"* (Department of Education; September 1996)
- *Hawai'i Content and Performance Standards, Schools' Reviews of Standards and Instructional Module Development* (Department of Education; February 1998)
- *Making Standards Matter, 1997* (American Federation of Teachers; 1997)
- *Great Expectations? Defining and Assessing Rigor in State Standards for Mathematics and English Language Arts* (Council for Basic Education; January 1998)
- *State English Standards, An Appraisal of English Language Arts/Reading Standards in 28 States* (Fordham Foundation; July 1997)

- *State Mathematics Standards, An Appraisal of Math Standards in 46 States, the District of Columbia, and Japan* (Fordham Foundation; March 1998)
- *State Science Standards, An Appraisal of Science Standards in 36 States* (Fordham Foundation; March 1998)
- *Final Report of the Performance Standards Review Commission* (Department of Education; December 1998)
- Surveys – Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls – Parents, General Public
- Interviews – Focus Groups, Individuals

Student Outcomes and Performance

STUDENT OUTCOMES AND PERFORMANCE

Summary

Description of this area
Student Outcomes and Performance tapped questions related to learning outcomes, expectations, and performance. It included a look at behavior as well as academic pursuits and asked further how important is it to assess and judge our schools by how well students learn and behave.[1]

Nature of the problem
Existing data provide some evidence for warranted concern, particularly in areas such as verbal/reading proficiency skills, uneven achievement and academic progress being made by different student groups, and student behavior as reflected by attendance and discipline problems. Estimates of dropout figures vary according to how dropouts are defined and how data collection procedures differ; nonetheless, the percentages translate into sizable numbers of students and are of particular concern.

Respondents to the needs assessment's surveys and interviews provided over 2,400 open-ended comments overall. Stakeholders' comments about their experiences are particularly valuable for gaining insight into the nature of problems, issues, and concerns. Content analysis and synthesis of those comments suggest the following summary observations about the nature of problems regarding "Student Outcomes and Performance" in the Department of Education and schools.

#1 Lack of or inadequate types of performance-based or criterion-based student assessments which measure student achievement of HCPS result in little knowledge about student achievement of HCPS.

#2 Inadequate or ineffective student evaluations and assessments by teachers result in no credible data about student achievement and therefore no accountability for student learning. School administrators do not support and ensure that teachers effectively gather evidence about student learning, communicate this information to students and parents, and use it to adjust instruction so that all students achieve.

#3 Lack of a statewide student assessment and evaluation program which gives an accurate and fair picture of student achievement of HCPS results in no system accountability to improve public education.

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[1] The intent of questions posed in the needs assessment was to encourage stakeholders to share their views on a wide range of issues and concerns that point to need areas. In retrospect, "Student Outcomes and Performance," more than in other areas, had relatively more variation in item content and wording across written surveys, telephone polls, interviews and focus group discussions, and tended to tap similar but at times quite distinct needs.

Importance of improving this area

- **Why is this area important?**

  National and Hawai'i education goals coincide along similar areas of concerns, ranging from the importance of students' initial readiness to learn, to a need to improve student achievement, performance, and preparation for post-secondary employment and continuing education.

  Hawai'i, as with other states, has recognized the need to examine and monitor student performance and outcomes as the key area of school and system evaluation, but not in isolation. Critical examination of student outcomes should be done with knowledge of context and process information contributing to that examination. Hawai'i's annual School Status and Improvement Reports for schools statewide provide this information organized along broad categories of context, process, and outcomes.

- **Empirical Findings**
  - Educators overall view this area as one of the top three areas in need of improvement.
  - Parents and the general public ratings on the telephone poll, on the other hand, ranked this area relatively low in comparison to other need areas (ranged between 9th to 13th out of 14 possible areas). The percent of "Very Important" ratings (the highest possible), however, were relatively high for "raising performance levels" (65%, parents; 63%, general public), indicating that the rankings can be seen in the robust, often emphatic voice that accompanied open-ended responses concerned about low student academic expectations and poor skill levels.
  - Among educator groups responding to the longer, more detailed survey, all groups agreed on the importance of improving the expectations for student achievement and behavior.
  - Based on discussion topic choices and ratings from focus groups, "Student outcomes and performance" received only moderate support (ranked 6th of 12; only 4 of 22 focus groups rated this need area as one of top three priority need areas).
  - The relatively limited attention this area received as a discussion topic choice in group and agency interviews is not inconsistent with results from the Hawai'i Opinion Poll on Public Education conducted in early 1998 where the public's view of the top three problems facing public education currently are:
    - Lack of funding or inadequate allocation;
    - Overly large classes or overcrowded schools; and

  - Depending on respondent type, poor curriculum/low standards or lack of supplies, materials and equipment.

- Results from a recent Hawai'i community survey place "improve educational achievement" seventh in overall ranking when considered alongside 57 other community, economic, health, and educational indicators.

- Results from a recent survey of student leaders statewide show that students' behavioral problems involving illicit substances are a top concern that will likely be communicated to the legislature in 1999.

Relationship to other areas
This area regarding improvements needed in student outcome and performance and "judging our schools and school system by how well our students learn and behave" is at times extensively influenced by and contributes to elements contained in other content areas such as Accountability, Research and Development, HCPS Implementation, and Curriculum and Instruction.

For interviews and focus groups, this area was titled "Student Performance, Assessment and Evaluation." Discussions related to this area were noted in 6 other areas: (1) Accountability, (2) Communication, (3) Curriculum and Instruction, (4) Research and Development, (5) School and System Environment, and (6) Staffing.

Summary interpretations
If "Student Outcomes and Performance" is of central focus to the educational enterprise, it did not receive an overwhelming cry of support from the survey rankings or serve as a burning topic of discussion in the interviews and focus groups. But taking this at face value may be misleading in that results may have been due to differences in how items elicited multifaceted views on several issues within this complex and overarching topic area. Support for this possible explanation is the robust, often emphatic voice that accompanied concerns expressed in the open-ended item.

Clearly, learning and other student outcomes are of paramount importance, all things considered. And in a real sense, all other areas should be viewed as means toward improving this end.

STUDENT OUTCOMES AND PERFORMANCE

How is this area described?

- Student Outcomes and Performance includes how well students learn and behave, and how results can be used in judging our schools and school system.

- This area included outcomes and performance measures related to student academic progress, achievement, and behavior. Graduation rates, standardized test results, and discipline incidence rates were some examples used in describing this area.

- The longer, more in-depth surveys included several items about improving student preparedness, including one on the importance of improving expectations of student work and behavior. The telephone poll tapped similar questions relating more directly to the importance of raising the level of student performance, and providing for more ways of measuring student performance. For group and individual agency interviews, this area was expanded somewhat and described as "Student Performance, Assessment and Evaluation."

Sources:
- ☐ Surveys: Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- ☐ VoicePolls: Parents, General Public
- ☐ Interviews: Focus Groups, Individuals

What is important background information in this area?

- Nationally, as well as locally, there is increasing recognition of the importance of having multiple, valid measures of student performance and outcomes. There is a shift away from singular, "bottom-line" test score comparisons in reports released by educational agencies and the media.

- How schools and programs are evaluated has changed from focusing on how instruction is delivered to how well students have learned. Large, federally funded programs such as Title I, as well as school accreditation bodies such as the Western Association of Schools and Colleges, recently have instituted reviews of school performance that are more results-oriented or evidence-based.

- The area of "performance-based" student assessment is seen by many to hold promise in providing information on student progress and achievement more directly relevant to students individually. The concept and approach are sensible, particularly at the classroom level. Content and student performance standards can be assessed more directly than with standardized, multiple-choice exams, and analyzed and reported more straightforwardly in terms of proficiency levels attained. But issues have been raised related to costs, the state-of-the-art, and the feasibility to develop adequate "measurement-sound" instruments for an array of subjects on a large-scale basis (e.g., statewide).

- As the trend of states' adopting assessment and accountability systems that depend on more direct measures of student performance and outcomes has taken hold, infrastructure needs such as establishing efficient database support and adequate provisions for research, development, and professional training have become prominent concerns.
  [Source: *CAAS Strategic Plan*, 1997]

What is the nature of the problem?

Existing Data

- Results from the analyses of existing data on various measures of student outcomes and performance provide some evidence for warranted concern, particularly in areas such as verbal/reading proficiency skills, uneven achievement and academic progress being made by different student groups, and student behavior as reflected by attendance and discipline problems.

- Figures on dropouts currently may be gross estimates, but even so, the percentages translate into some sizable numbers of students, and seem deserving of further study.

- On the brighter side, several "readiness to learn" indicators being monitored by the National Education Goals panel show evidence of marked improvement in a number of important predictor categories.

- More mixed were results on how well students do in mathematics. The Stanford Achievement Test and both the Scholastic Assessment and the ACT college entrance exams all indicate stronger math achievement relative to verbal/reading achievement. These results are often comparable to or better than national norms. In contrast, the National Assessment of Educational progress examination, which includes a sample from the State's public school student population, show relatively poor performance levels in math.

The following tables summarize the rather extensive data available that are relevant to understanding the nature of the problems in this area.

Indicator/Measure	Findings/Notes
1. Student Academic Progress	
▪ Dropout Rate, Statewide Source: ▫ DOE, IRMB Completion & Leaver Report; ▫ NCES Dropout Rates in US, 1996	Grades 7-12 sy 1996 = 3.6% (Est. overall rate) Grades 9-12 (Event rate: proportion of students who leave school each year without completing a high school program) sy 1995 = 4.9%
▪ High school completion rate, seniors only Source: ▫ 1996 Superintendent's Report	Percent of Seniors who: ▫ Graduated with diplomas (passed minimum competency HSTEC graduation test and required coursework): sy 97 = 88.1 sy 96 = 90.5 ▫ Received certificates of course completion (passed required coursework only): sy 97 = 7.5 sy 96 = 5.7 ▫ Senior year completion rate: (Percent with Diploma or Cert. Completion) sy 97 = 95.6 sy 96 = 96.2
▪ High school completion rate, 18 through 24 year-olds Source: ▫ NCES Dropout Rates in US, 1996	Hawai'i statewide (Percent): 1991-93 = 92.8 1994-96 = 92.6
▪ Educational attainment (18-24 yrs.) Source: ▫ Census of Pop., 1990;Cited in Native Hawaiian Data Book	State / Hwn H.S. Graduate (incl. equiv.): 44% / 51% Some college: 38% / 28% >= 4 yr. degree: 5% / 2%

Indicator/Measure	Findings/Notes
2. Student Achievement	
- Public poll ranking of "Improve educational achievement" indicator Source: □ Ke Ala Hoku community survey, July 1998, (n=4141)	Out of 58 community, economic, health, and educational indicators: Rank = 7th (all respondents) Rank = 4th, 5th, or 6th (respondent groups betw. Ages 18-25 thru 56+)
- Stanford Achievement Test Source: □ SAT-8, Spring 1992-98	Norm-referenced achievement test, administered in grades 3, 6, 8, 10: □ **Cross-sectional results (1998)** (same grades; annually): Percent performing at least average or above average (stanines 4-9) Reading: Grade 3 66% Grade 6 77 Grade 8 65 Grade 10 69 Math: Grade 3 76% Grade 6 79 Grade 8 68 Grade 10 67
	□ **Longitudinal results (1992, 1994, 1995, 1997)** (same students; different grades, years) Reading: Performance improves from grade 3 to 6, declines at grade 8, with slight improvement at grade 10 Grade 3 to 6 62% → 76% Grade 6 to 8 74% → 64% Grade 8 to 10 66% → 69% Grade 3 to 6 to 8 61% → 75% → 74% Math: Similar to pattern in reading, but better performance overall Grade 3 to 6 77% → 79% Grade 6 to 8 78% → 66% Grade 8 to 10 72% → 71% Grade 3 to 6 to 8 77% → 78% → 67%

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Indicator/Measure	Findings/Notes
▪ Stanford Achievement Test, by ethnicity Source: ▫ Kamehameha Schools: Native Hawaiian Educational Assessment, 1993, class of '92	Performance differences by ethnic group, Hawai'i public schools: ▫ Reading: Hawaiian and Filipino students show improvement and decline patterns across grades identical to overall student population. In contrast, Japanese students improve thru one more grade level (8) before declining, and Caucasian students improve over all grade levels tested. ▫ Math: Performance of Filipino and Caucasian ethnic groups hold steady from grade 3 thru 10, but while results for Hawaiian students show a downturn at grade 8, Japanese students excel at this grade level.
▪ National Assessment of Educational Progress ▫ Reading ▫ Math ▫ Science ▫ Writing (not released for '98) Source: ▫ DOE Test Development Section; NAEP (n = 2,500)	Grades 4 & 8 matrix sampled (not all students; only portion of test taken). Results reported both as "proficiency levels" and as "average scale scores." ▫ Overall proficiency levels demonstrated in both 4th and 8th grades are poor across reading, math, and science. Most students are below "proficient" or "advanced" levels. **Cross-sectional (% at or above proficient)** 4th Grade / 5th Grade Reading: (1998) 16% 18% Math: (1996) 16% 16% Science: (1996) – 15% **Overall trends:** ▫ Reading: Low and declining in grade 4 (1992, 1994, 1996). ▫ Math: Low and holding steady in grade 4 (1992, 1996) Low and improving in grade 8 (1990, 1992, 1996) ▫ Science: [No multiyear data for science.]
▪ National Education Goals Source: ▫ Natl. Education Goals Panel (NEGP) www.negp.gov/webpg40.htm 5/28/98)	NEGP monitors state-by-state performance on 33 indicators across 8 national education goals. Goal #3. Student Achievement & Citizenship ▫ Trends: (based on NAEP data) ▫ Reading (92, 94): steady in grade 4 ▫ Math (92, 96): steady in grade 4 ▫ Math (90, 96): improved in grade 8 Advanced Placement (91, 97): Exams with scores 3 or above improved. (High school level exams) Rate per 1000 1991 87 1997 90

Indicator/Measure	**Findings/Notes**
3. Adequate Preparation	
▪ National Education Goals Source: ▪ Natl. Education Goals Panel (NEGP) www.negp.gov/webpg40.htm 5/28/98)	Goal #1. Ready to learn Improvement observed in 4 of 5 indicators over span of 1990-1996. • Reduced percent of infants born with 1 or more health risks • Reduced no. of infants with low birth weight • More mothers received early prenatal care • Increased enrollment of children with disabilities in preschool • No significant change in percent of 2 year-olds immunized
▪ College entrance exams	[Note. A fairly large proportion (55%) of eligible test-takers in Hawai'i's high schools take the test each year. At the state level, the larger this proportion, the lower the overall performance.]
Scholastic Assessment Test Source: ▪ College Entrance Exam Board	Compared to 1997 results, Hawai'i's public school scores went up one point in math, and down a point in verbal. Public schools scores are substantially below national averages, and those of Hawaii private schools, known to serve different student populations. 1998 — Public — All Hawai'i Verbal: 459 — 483 Quantitative: 488 — 513
American College Test (ACT) Source: ▪ Am. College Test Program	ACT scores for Hawai'i's public and private school students (results are reported in combined form) continue to exceed national averages on most subtests. In Hawai'i more college-bound students take the Scholastic Assessment Test than the ACT, but the ACT is gaining popularity. In 1997, 2,134 students took the ACT. 1997 — Hawai'i — Nation Composite: 21.6 — 21.0

<table>
<tr><th>Indicator/Measure</th><th>Findings/Notes</th></tr>
<tr><td colspan="2">4. Student Behavior</td></tr>
<tr><td>▪ Attendance

Source:
▫ DOE, ISSB (Report EHMSE13-A,7/27/98)</td><td>Average Daily Attendance:

SY 1998 Statewide 93%</td></tr>
<tr><td>▪ Average Daily Absences

Source:
▫ 1997 Supt. Report (Draft)</td><td>Absences:
<table>
<tr><th>SY</th><th>Elementary</th><th>Interm.</th><th>High</th><th>Multi-Level</th></tr>
<tr><td>1998</td><td>9.9</td><td>10.5</td><td>15.3</td><td>16.2</td></tr>
<tr><td>1997</td><td>9.9</td><td>10.8</td><td>16.3</td><td>16.1</td></tr>
<tr><td>1996</td><td>9.5</td><td>11.0</td><td>17.2</td><td>15.5</td></tr>
</table></td></tr>
<tr><td>▪ Discipline: Student suspensions

Source:
▫ 7th Annual Supt. Report
▫ 8th Annual Supt. Report (Draft)</td><td>Rates increased from sy ending1995 to 1996, mostly for illicit substances and violation of order. Offenses involving violence or property were stable or declining. Unofficial data for more recent years show a downward trend for overall suspension rates (incidence rates are per 1,000 students)
<table>
<tr><th>SY</th><th>Per 1,000</th></tr>
<tr><td>1998</td><td>64.1%</td></tr>
<tr><td>1997</td><td>70.2%</td></tr>
<tr><td>1996</td><td>76.2%</td></tr>
<tr><td>1995</td><td>70.1%</td></tr>
</table></td></tr>
</table>

Indicator/Measure	Findings/Notes
5. Postsecondary plans and performance	
▪ Seniors' plans Source: ▫ Senior Exit Plans Survey Class of 1997	Note: Multiple responses from student possible; total may not add to 100%; figures are rounded. Education: 78% Type of School: • 4 year college: 42% • 2 year comm. college: 51% • Trade/Business: 6% • Other educ. plans: 2% Location: Hawai'i 76% Work: 34% • Full-time 12% • Part-time 22% Military: 7% Other (travel, parent): 3% Undecided: 6%
▪ Adult literacy Goal #6. Adult literacy & lifelong learning Source: ▫ NEGP	[No data reported on adult literacy] Postsecondary enrollment increased [but sample size not adequate to determine if changes are reliably measured]: 1992: 54% 1994: 62%
▪ General Educational Development (GED)	1994: • Number Completed: 2,105 • Number Certified: 1,389 (66%)
▪ Postsecondary enrollment, Hawai'i Source: ▫ High School Background of First-Time Students (UH Institutional Research) ▫ High School Seniors Report	University of Hawai'i System, 1996: • UH Manoa 874 • UH Hilo 209 • UH Comm. Coll. 2,494 Hawai'i private colleges, 1996: • BYU 134 • Chaminade 19 • HPU 118
▪ Student performance, Hawai'i Source: ▫ University of Hawai'i, Manoa Student Tracking System	UH Manoa, SY ending • Freshman, 1st Sem. (Fall1990) Students enrolled: 1,441 Fall GPA: 2.57 Avg credits attempted: 12 hrs

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Survey Comments

- **What are people saying about problems in this area?**

"When children are exposed to domestic violence, drugs, alcohol, and other abuses, they are not emotionally ready to learn how to read and write. Unfortunately, teachers today need to be trained in teaching conflict, resolution skills, anger management skills, communication skills and basic values before they can teach academics, technology, etc."

Teacher

"Presently, the problem with 'student outcomes' as evaluative tool is the test does not test what teachers have set as a standard for their class according to National & State requirements."

Teacher

"Continuation of literacy emphasis but with assessment & accountability measures."

Teacher

"Make learning for all children relevant. Theory w/out real-life application is teaching in a vacuum."

Teacher

"We need a new assessment tool. The state's 'Report Card' does not assess students accurately. It is very subjective and doesn't give the parents or teachers a specific knowledge of what the student really knows."

Teacher

"Setting high expectations for student achievement and behavior."

School Administrator

"Keeping focused on the student as a whole being and not on the intellectual component alone: a) Smaller class sizes to provide students more individual time with the classroom teacher. b) More preparation/meeting time within the school day for collaborative decision-making. c) More school level administrative personnel to be able to gather comprehensive school data and complete analysis for further direction setting in improving each school site ..."

School Administrator

"It is absolutely essential that an assessment program be a part of the HCPS document. As it stands now, teachers have little to rely upon as a measure of their student's success in meeting the standards."

School Administrator

"The high achievement of the students across our state is our goal. Our students must be able to fill the high skill requirements of the high technology oriented jobs that are open to them. If the public can see that our students are achieving at high levels, they will support the public schools."

School Administrator

"Cool clean environments in hot, dusty schools by allowing ACs in classrooms. Reduce teacher irritability, squirmy-inattentive children."

School Administrator

"Student assessment – how to present a real picture without depending so much on SAT testing."

School Administrator

"Educate students and teachers in Character Education."

SASAs

"Student attendance should be addressed. If students are not in school, they can't benefit from their teachers. This includes the many students that leave school for doctor appointments, etc."

SASAs

"Students are not progressing as they should in basics such as reading and comprehension. This makes it difficult for them to succeed in math, science and their understanding of their relationship to other people, locally and throughout the world. The quality of writing seems poor. Most students also seem to have difficulty with abstract ideas which I think is basic to being creative."

SASAs

"Consistently high expectations for all students."

District Administrator

"Clearer standards. We need to transform current inert statements of content into active expectations for performance."

State Administrator

"There are teachers (believe it or not) that choose favorites, make you feel dumb, are disorganized and irresponsible and yet, with those kind of teachers around you wonder why students don't attend classes. The students, here, lost respect for their school and their self. ... I think that pride needs to be restored. I think there should also be after school classes (for those who want an extra credit). Not just for those who are failing."

Student

"I believe changing everyone's state of mind, especially the students, in order for them to excel they have to believe they can excel or they give up before they start."

Student

"Make the standards of passing much harder. Some students don't do much and pass because the standards are not as hard as other classes."

Student

"I believe that setting higher standards would force students to be more concerned about school. (Students should be required to take regular math classes, science classes such as Biology, Chemistry, and Physics (and not those such as Marine Science and Aqua Science being used as courses to fulfill the required science credits)."

Student

"Have a board to pass students on to the next grade. I know several students who have graduated or go on the next grade level without being able to write a proper sentence."

Student

"Stop stressing standardized tests and report cards, it lowers people's self-esteem."

Student

"In order for the students to have a comfortable environment to concentrate on learning, air conditioners should be installed in classrooms."

Student

"... I really feel that it's a shame the way students are getting through high school with a very difficult time comprehending or reading or writing."

"I think it's important that our children be held to high standards and not allowed to graduate until they meet those standards."

"Very, very low expectations and there's just so much room for improvement that I'm very, very hopeful that Dr. LeMahieu will improve our situation because it's appalling how poor it is."

"And every student exiting high school should be able to write a good essy, to think critically, to do math, reading, know geography. These students are really ignorant and it's really scary. I'm a college educator and it frightens me and I'm worried for the children."

"I believe that there should be more of an effort on the grade school level so that when they reach high school they can read."

"Individual students who take core curriculum subjects at the high school level should be required to take a state standardized [exit] test at the conclusion of the subject in order to receive credit for that subject."

"I believe that we should have standards for passing each grade so that there is a set of, perhaps, some kind of proficiency level that children must achieve in order to pass from one grade to the next so that teachers are not so bogged down with substandard students that need extra help so that they don't have time for the regular students, the average students like my children."

"I personally believe that getting back to the 3 R's is very important. I mean it's wonderful to think that children could benefit from these [inaudible] of technology. But when they can't even read, when they can't even write to express themselves ..."

"I believe mainstreaming the slow learners really deters the class improvement and it hinders the top students. And also that bad kids should be expelled from school and sent to a vocational school so that they do not disrupt the other students."

"What I'm saying in the schools is there are 11th and 12th graders who cannot read. How did they get to 11 grade?"

"The report card from the school and the scores from the Standard Achievement Test do not correlate. A's and B's from the school and a C- from Stanford. I'm going to have to place more credence on the Stanford test. Let's stop dumbing down our schools."

"I teach at the community college here on the Big Island and, to be honest, at least half of the students that come from the public school system here are barely literate to functionally illiterate."

"[Provide for] alternative ways of testing because all children's talents do not lie in the academic field, although I think that it is important not to graduate children or to move them ahead if ..."

"My observation, employing a number of Hawaii students, is their basic English skills in the sense of written communication is quite often just not good enough."

"I also think that there needs to also be better conduct of the students ..."

"I believe that in order to improve the education system that we need to raise the standard and one way is to use the content and performance standards at all levels and hold every grade level teacher accountable as well the students and the parents so that we can raise the academic achievement of our students."

"I feel that children in our schools are not challenged enough. Especially the children that are written off that are from lower income homes or are in the areas that are not as highly regarded where the children wouldn't be considered as smart or worth working on in teaching them what they need to learn."

> *"I think there should be more done for discipline in the schools. I don't know just what , but so much class time is lost because of discipline problems. And maybe these students could spend a little time after school since they've wasted so much of the classroom time."*
>
> *"We don't need people telling us, 'Get the SAT scores up, get the SAT scores up,' because then all it really comes down to is teaching the kids how to take a test. We need to think of other more affective ways of assessing children."*
>
> *"[M]ake sure that the assessment process includes a variety of ways of judging whether a child has reached a certain mastery of a curriculum or lesson."*
>
> *"I think providing different ways to measure students' performance is really important particularly for students who may never excel in an academic environment."*
>
> *"Assessments that would show true progress of students on an individual basis in each school."*

Group and Individual Interview Comments

General impressions from interviews and focus group discussions deal primarily with concerns over the inadequacy of current student assessment practices both in the classroom and in statewide testing efforts. Comments tend to describe an inaccurate picture of student knowledge and skills and limited utility particularly in terms of helping students individually and improving instructional practice overall.

- **What are individuals saying about the problems in this area?**

> *"Schools pass kids on to the next grade even though they have not learned what they need to know. Do teachers know how to figure out what kids have learned?"*
>
> Parent
>
> *"We see impoverished reading and writing experiences of our incoming students, as well as students who are ashamed and fearful of talking in class."*
>
> College faculty
>
> *"We have no way of knowing how well students are writing. What ever happened to that locally developed performance based writing assessment?"*
>
> College Faculty
>
> *"Our kids don't know how to solve personal or social conflicts."*
>
> School community member
>
> *"We need student assessment that allows for and encourages students to become more responsible for their own learning."*
>
> Professional Association member
>
> *"Rethink the role that standardized tests play as a barrier to student learning due to their influence on what and how subjects are taught."*
>
> Teacher
>
> *"Assessment tools to measure student achievement by the state DOE are limited and narrow. There's a need for more authentic measures. There's far too much reliance on such external testing and its not very useful or timely to inform."*
>
> Teacher educator

"Need clarity, consistency, and immediacy in discipline decisions."
Education Specialist

"Many, many students come to school with no materials, no homework, no self-discipline."
Teacher

"More security, less violence so that students can learn."
School community member

"Attendance, decorum, attitude, parental involvement to improve student behavior. Teachers need to show respect and be role models... and so does BOE. Their behavior at meetings falls short!"
Parent

Summary Observations: Over all the surveys and interviews, what are people saying about problems in this area?

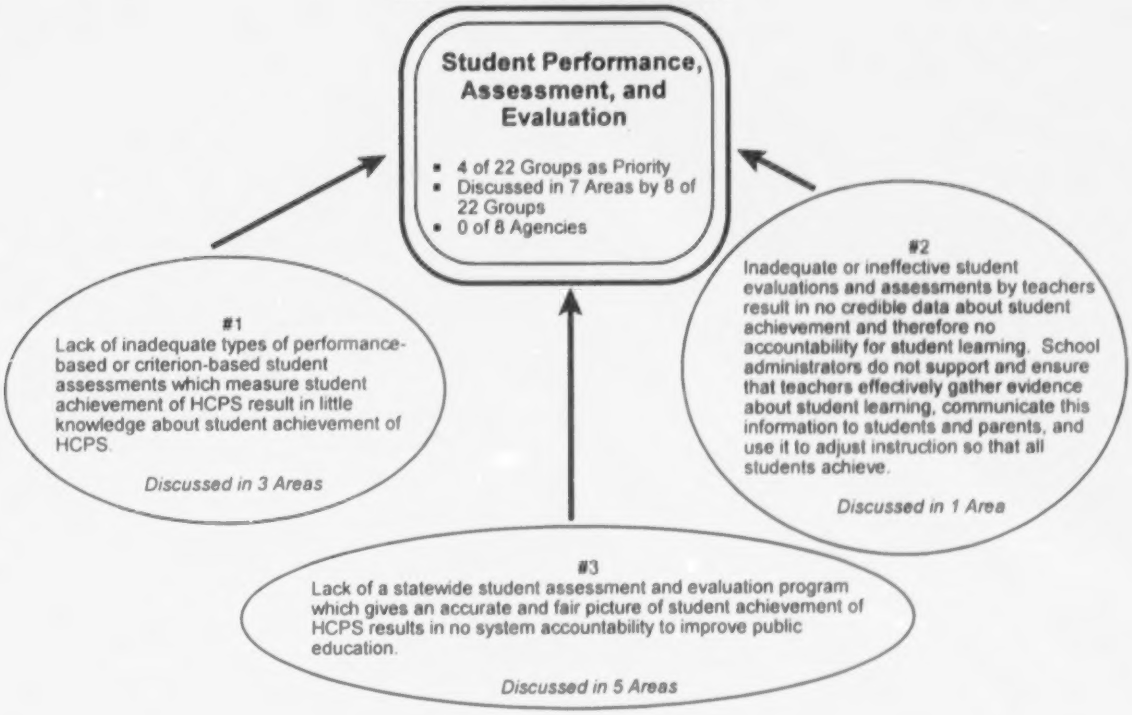
#1 Lack of or inadequate types of performance-based or criterion-based student assessments which measure student achievement of HCPS result in little knowledge about student achievement of HCPS.

#2 Inadequate or ineffective student evaluations and assessments by teachers result in no credible data about student achievement and therefore no accountability for student learning. School administrators do not support and ensure that teachers effectively gather evidence about student learning, communicate this information to students and parents, and use it to adjust instruction so that all students achieve.

#3 Lack of a statewide student assessment and evaluation program which gives an accurate and fair picture of student achievement of HCPS results in no system accountability to improve public education.

What is the

Nature of the Problem?



Student Performance, Assessment, and Evaluation

- 4 of 22 Groups as Priority
- Discussed in 7 Areas by 8 of 22 Groups
- 0 of 8 Agencies

#1
Lack of inadequate types of performance-based or criterion-based student assessments which measure student achievement of HCPS result in little knowledge about student achievement of HCPS.

Discussed in 3 Areas

#2
Inadequate or ineffective student evaluations and assessments by teachers result in no credible data about student achievement and therefore no accountability for student learning. School administrators do not support and ensure that teachers effectively gather evidence about student learning, communicate this information to students and parents, and use it to adjust instruction so that all students achieve.

Discussed in 1 Area

#3
Lack of a statewide student assessment and evaluation program which gives an accurate and fair picture of student achievement of HCPS results in no system accountability to improve public education.

Discussed in 5 Areas

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What do the data tell us about the importance of improving this need area?

Existing data

- National and Hawai'i education goals coincide along similar areas of concerns, ranging from the importance of students' initial readiness to learn, to a need to improve student achievement, performance, and preparation for post-secondary employment and continuing education. The set of National Education Goals serve as an example of how these needs are articulated:
    - Goal #1. Ready to Learn
    - Goal #3. Student Achievement & Citizenship
    - Goal #5. Math and Science (Achievement)
    - Goal #6. Adult Literacy & Lifelong Learning
      [Source: *National Education Goals, Hawai'i Education Goals*]

- The importance of this need area was recognized by planners of the Comprehensive Assessment and Accountability System (CAAS). The deliberations, prioritizing, and planning involving dozens of stakeholder members participating in work groups, a review panel, and technical support activities included "student assessment" as one of four major areas of planning and development.
  [Source: *CAAS Strategic Plan*, 1997]

- Hawai'i, as with other states, has recognized the need to examine and monitor student performance and outcomes as the key area of school and system evaluation, but not in isolation. Critical examination of student outcomes should be done with knowledge of context and process information contributing to that examination. Hawai'i's annual School Status and Improvement Reports for schools statewide provide this information organized along broad categories of context, process and outcomes.
  [Source: *School Status and Improvement Report*, 1997]

- Results from a recent Hawai'i community survey place "improve educational achievement" seventh in overall ranking when considered alongside 57 other community, economic, health, and educational indicators.
  [Source: *Ke Ala Hoku Community Survey*, 1998]

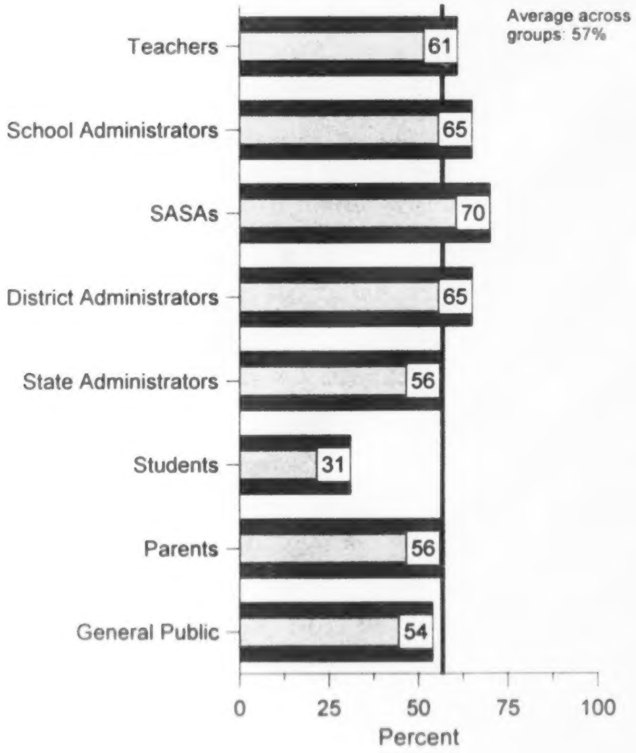
- Results from a recent survey of student leaders statewide show that students' behavioral problems involving illicit substances are a top concern that will likely be communicated to the legislature in 1999.
  [Source: *Hawai'i State Student Council Survey*, 1998; *Student Leadership Workshop Survey*, 1998]

- In mid-1998, concerns were raised by the educational community over the perceived inadequacy of existing assessment and evaluation instruments to measure student ability accurately.
  [Source: *New Ways of Thinking about Education*, 1998]

Survey Data

Student Performance Area

"Very Important" Ratings by Group



- Educators overall rated this area as one of the top three areas in need of improvement.

- Parents' and the general public's ratings on the telephone poll, on the other hand, ranked this area relatively low in comparison to other need areas (ranging between 9th to 13th out of 14 possible areas). The percent of "Very Important" ratings (the highest possible), however, were relatively high for "raising performance levels" (65%, parents; 63%, general public).

- Of all respondent groups, students by far issued the lowest ratings for this need area (ranked 12th of 12; 31% rated "Very Important").

- Among educator groups responding to the longer, more detailed survey, all groups (teachers, school administrators, SASAs, district educational officers and state educational officers) agreed on the importance of improving the expectations for student achievement and behavior. Also, all groups, particularly teachers and to some extent state educational officers, gave their lowest ratings to the item asking about the need to improve state testing based on the Hawai'i Content and Performance Standards.

Group and Individual Interview Data

- Based on discussion topic choices and ratings from focus groups, "Student Outcomes and Performance" received only moderate support (ranked 6th of 12; only 4 of 22 focus groups rated this need area as one of top three priority need areas).

- Student Performance, Assessment and Evaluation was selected as one of the top three priority areas for improvement by 1 Community-business group, 2 principal groups, and 1 DOE state systems level group. [Total: 4 of 22 groups]

- Problems with Student Performance, Assessment and Evaluation were discussed by 8 of 22 groups, within the context of other need area topics: 1 of 3 parent groups, 2 of 5 school community groups, 3 of 4 teacher education groups, 1 of 2 system level groups, and 1 professional educational coalition. [Overall Total: 8 of 22 groups]

- Altogether, Student Performance, Assessment and Evaluation problems were noted in 6 other areas: (1) Accountability, (2) Communication, (3) Curriculum and Instruction, (4) Research and Development, (5) School and System Environment, and (6) Staffing.

- No state or community agencies brought up issues or problems in this area.

What else should be considered?

- Improvements needed in student outcomes and performance and "judging our schools and school system by how well our students learn and behave" are related to other need areas, particularly Accountability, Research and Development, HCPS Implementation, and Curriculum and Instruction.

- Statistical analysis of the survey results unveiled several differences among and within respondent groups. Some differences are not surprising. For example, educators at the high school level rate more highly the importance of students' preparedness for the "world of work" than do their elementary or middle/intermediate school counterparts. More notable, however, is the sizable difference between district educational officers on Oʻahu (74% "Very Important") and on neighbor islands (48% "Very Important").

- The relatively limited attention this area received as discussion topic choices in group and agency interviews is not inconsistent with results from the Hawaiʻi Opinion Poll on Public Education conducted in early 1998 where the public's view of the top three problems facing public education currently are:
    - Lack of funding or inadequate allocation;
    - Overly large classes or overcrowded schools; and
    - Depending on respondent type, poor curriculum/low standards or lack of supplies, materials and equipment.

Where did we get this information?

- *American College Testing Program*
- *Census of the Population* (U.S. Bureau of the Census)
- *College Entrance Exam Board*
- *Comprehensive Assessment and Accountability System Strategic Plan* (Department of Education; January 1997)
- *Hawaiʻi Goals for Education* (Hawaiʻi Education Summit; September 1990)
- *High School Background of First Time Students* (University of Hawaiʻi, Manoa)
- *Information Resource Management Branch* (Department of Education)
- *Information System Services Branch* (Department of Education)
- *Ke Ala Hoku Community Survey* (July 1998)
- *Leadership Workshop Survey* (Hawaiʻi State Student Council; 1998)
- *National Assessment of Educational Progress*
- *National Center for Education Statistics* (U.S. Department of Education)
- *National Education Goals Panel*
- *Native Hawaiian Educational Assessment, 1993*, (Kamehameha Schools Bernice Pauahi Bishop Estate; 1993)
- *New Ways of Thinking About Education* (Civic Forum on Public Schools; May 1998)
- *Senior Exit Plans Survey, Hawaiʻi Opinion Poll on Public Education, High School Seniors Report* (Department of Education)

- *Stanford Achievement Test reports* (Department of Education)
- *Student Tracking System* (University of Hawai'i, Mānoa)
- *The Superintendent's Seventh Annual Report on School Performance and Improvement in Hawai'i: 1996* (Department of Education; May 1997)
- *The Superintendent's Eighth Annual Report on School Performance and Improvement in Hawai'i* (Department of Education; in draft)
- *Who took the GED? General Educational Development 1994 Statistical Report* (American Council on Education, GED Testing Service; 1995)
- Surveys – Teachers, School Administrators, SASAs, District Administrators, State Administrators, and Students
- VoicePolls – Parents, General Public
- Interviews – Focus Groups, Individuals

Technology

TECHNOLOGY

Summary

Description of this area

This area, in general, is described as needed improvements in "using computers, the Internet, and other electronic or technical tools to improve teaching, learning, and the management of public schools." The VoicePoll survey asked in similar fashion, "How important is it to increase the effective use of technology in the schools and in the system?" The longer, more in-depth surveys expanded this area to include items on staff training and needed support, availability of computers in the classroom, and student information and accurate recordkeeping.

Nature of the problem

Within the last decade, the availability, quality, and uses of information processing equipment, software, and telecommunications technology have increased at an unprecedented pace. What is possible, and often commonly expected today, using technology, often did not exist as little as 10 years ago.

The advent of the Internet and improvements made in multimedia software, in particular, has transformed the possibilities of how students can learn and how teachers can teach. But these are still "the exceptions, not the rule." The development of new technologies has far outpaced the ability of most educators to research, evaluate and learn to usefully implement them in their classrooms.

In Fall 1998, a sample of some 100 technology conference participants identified the top three conditions to transform today's classroom to address Hawaii's content and performance standards. These included: (1) adequate provisions for computer hardware in the classroom, (2) teacher training and professional development, and (3) making available technology coordinators at school sites to provide leadership, training, and support service in technology.

Respondents to the needs assessment's surveys and interviews provided over 2400 open-ended comments. Stakeholders' comments about their experiences are particularly valuable for gaining insight into the nature of problems, issues, and concerns. Content analysis and synthesis of those comments suggest the following summary observations about the nature of problems regarding technology in the Department of Education and schools.

#1 Access. Lack of student access, and equitable access, to technology, and the lack of well designed technology curriculum for all students result in outdated technological skills and knowledge on the part of our students.

#2 System Infrastructure. Lack of updated technology infrastructure for the DOE results in the department's inefficient functioning in today's global society and as a modern "business."

240

Importance of improving this area

- Relative to the other 11 areas, technology was not a top improvement priority for educators. It ranked in the bottom half among staff groups (other than SASAs); it was ranked 9th overall.

- Strongest support for improving technology came from students who ranked this need area 5th out of 12, tied with school environment. (This seems roughly comparable to the moderate level of concern expressed by student council leaders regarding inadequacy of equipment in classrooms.) SASAs also ranked technology 5th.

- Technology was not selected as a need area for discussion by any of the 22 focus groups. However, focus group interview data revealed that technology issues were most often embedded in 2 other need areas, including Funding and Resources and Curriculum and Instruction.

Relationships to other areas

Technology appears to be related to several other areas as follows:

- To have effective technology education, there needs to be funding and resources for equipment, staff, and training.

- To have effective technology education, there needs to be better technology curriculum and instruction.

Summary Interpretation

In a recent publication of "The Futurist," Halel, et al., expressed little doubt that increasingly the acquisition of technical skills will be critical and required for employment and daily living. They see a "technological revolution" within the next three decades that will change virtually all aspects of life as we know it today. Clearly we are becoming more dependent on technology than ever.

The importance of technology's potential in transforming curriculum, improving classroom instruction, and supporting school system operations has been recognized by the Department, but the rapid pace of technological change and infrastructure requirements such as electrical power, connectivity, and staff training are major challenges facing school systems everywhere.

TECHNOLOGY

How is this area described?

- This area is described as needed improvements in "using computers, the Internet, and other electronic or technical tools to improve teaching, learning, and the management of public schools." The VoicePoll survey asked in similar fashion, "How important is it to increase the effective use of technology in the schools and in the system?"

- The longer, more in-depth surveys expanded the description of technology to include items on staff training and needed support, availability of computers in the classroom, and student information and accurate record keeping.

- For the interviews, technology was defined as "Using computers, the Internet, and other electronic/technical tools to improving teaching, learning and system communication."

- Deliberations by the Design/Review Team and subsequent small group sessions fell naturally into two distinct areas: technology for instructional use and technology for administrative, management use. For purposes of the needs assessment surveys and interviews, these two areas of technology were combined.

Sources:

- Surveys: Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls: Parents, General Public
- Interviews: Focus Groups, Individuals

What is important background information for this area?

- Within the last decade, the availability, quality, and uses of information processing equipment, software, and telecommunications technology have increased at an unprecedented pace. Modern information processing and telecommunications technology have migrated from large, centralized data processing departments to office and home desktops, to school offices, and to classrooms. What is possible, and often commonly expected today, using technology, often did not exist as little as 10 years ago. Technology provides opportunities for schools to improve the accessibility of instruction and, in some respects, the quality of it. Technological advances have similarly made possible improvements in the management of students records and other management information for school operations.

- Infrastructure needs such as electrical power, connectivity, and staff training and support are examples of frequent concerns that have been generated by attempts to implement new technology in classrooms and school offices. Moreover, the rapid pace of technological change has resulted in problems due to the accelerated outdating of technology.

- The advent of the Internet and improvements made in multimedia software, in particular, have transformed the possibilities of how students can learn and how teachers can teach. But these are still "the exceptions, not the rule." The development of the new technologies has far outpaced the ability of most educators to research, evaluate and learn to usefully implement them in their classrooms.

- The Hawai'i public school system, particularly considering the State's island geography, can clearly benefit from these technological advances. Progress has been made over the last few years, including the linking of all schools statewide via wide area network. Major federal funding has recently been acquired via "challenge grants" to support the increasing role of technology in instruction (e.g., distance learning).

What is the nature of the problem?

Existing data

- A Fall 1998 technology conference posed the question: "Imagine what technology infrastructure and practices should be present in a classroom in order for all students to meet the Hawai'i Content and Performance Standards as augmented by the National Educational Technology Standards. What is the single most potent or "highest leverage" technology-related item or condition you can suggest that would help transform today's classroom into that ideal classroom?"

  A sample of 112 participants at a recent technology conference, mostly elementary school technology coordinators, provided 158 recommendations which indicated the following top three needs:

    - sufficient number and quality of computer hardware per classroom (29% of 158 recommendations);

    - staff development/inservice training for classroom teachers (25%); and,

    - having a technology coordinator allocated per school to provide on-site service, leadership, and training (23%).
      [Source: *Hawai'i Education 2000 Conference Survey*, 1998]

- A survey of Hawai'i State Teachers Association members indicated a concern over the inadequacy of equipment in public schools.
  [Source: *Blue Ribbon Commission on Teacher Morale*, 1998]

- On the other hand, almost half of the participants (46%) responding to a 1998 student council leadership survey indicated they felt there was "enough accessible technological equipment for student use, such as computers in classrooms." [Source: *Hawai'i State Student Council*, 1998; *Student Leadership Workshop Survey*; 1998]

- Data are available on the percentage of public school 8th graders who have computers available in their mathematics classrooms. According to figures for 1996, Hawai'i (36%) was in fairly good standing in comparison to the U.S. average (30%. The results across the states ranged from 7% to 54%.
  [Source: *National Education Goals Panel*, 1997]

Survey Comments

- **What are people saying about problems in this area?**

"...getting every classroom on-line for attendance & instruction"

Teacher

"The training and assistance to teachers in acquiring and using technology to improve student learning."

Teacher

"How do I instruct 27 kids on ONE COMPUTER? It would take them a whole quarter just to each have a chance to use it to type one paper they'd have to make up classwork given to the rest – it would be necessary to create a daily tutorial for the kids who missed the lesson due to typing."

Teacher

"Adequate funding to enable all schools to have computers & internet-access for all classrooms."

Teacher

"Every school needs a computer lab, not a make shift room to house computer or...space in the library."

Teacher

"Give us facilities and supplies that support the new technologies."

Teacher

"A technology position at each school. This position needs to be a non-classroom position. This person would be primarily responsible for implementing and maintaining the network and technology, and for working with the staff to assist in integrating technology into the curriculum. This position should be provided the same way as Librarians and Counselors are provided for the schools."

Teacher

"...support technology literacy by providing a school based position at every school – Technology Resource Teacher."

School Administrator

"The training of and assistance to teachers in acquiring and using technology to improve student learning."

School Administrator

"[Need help, coordination] With computer data inputs of student information; MacSch., etc., results in overlapping of information still requires schools to submit same information to the requesting office."
School Administrator

"Putting computers in the classrooms instead of the library will improve the system, grade, and learning."
Student

"Every student should be assign[ed] a Lap Top Computer instead of books."
Student

"The teaching of Technology. Students need to learn how to use computers, systems, etc. In this day and age a lot of jobs turn toward technology to help them in their business or company, so they'd want to [hire] people who were competent in this area. Some students don't even know how to use all the buttons on their calculator."
Student

"I think integrating computers (Internet) will have the greatest impact. This will give student[s] more resources but it is a [problem training] the teachers and controlling use."
Student

"Use the budget for more important things like computers and books instead of the athletic facilities."
Student

"Lastly, I think public schools should receive more resources such as the internet, since technology is becoming so important and common in daily life."
Student

"I believe if we get multimedia computers in all classrooms and also air conditioners it would be easier to concentrate without distractions from the outside. Computers would help because we can go on the internet and do research and type out reports."
Student

"I believe that money, teachers, technology would have the greatest impact in improving the Hawai`i Public School System."
Student

"I think that we need more computers, ones that work, and are not SLOW and that are really OLD!! So that way the students will learn more about the computer and in turn learn to love it."
Student

"Technology. I believe students should have more access to computers and educational websites."
Student

"Changes that would greatly impact Hawaii's schools would be taking more classes over the internet to get credits. Taking E-School."
Student

"I think we need equitable technology in all the schools. Some schools have technology, some of them don't so, therefore, much of our population is getting exposed to the future and much of our population is being denied that opportunity."

"Hi, I really believe that Hawai'i can become a communications center using the computer and that we should definitely try and strive towards making that a part of the curriculum."

"I think that a lot of times the schools have one computer in the classroom which is usually dedicated to the teacher and I usually only see the teacher using it but students don't feel comfortable to go take the initiative and sit on the computer and learn different skills at their level but I think that we definitely need more computer rooms and more access to computers to each student."

"I think less emphasis on technology and more on reading, particularly in the elementary years. It's what's going to be the key. At the university level, students learn instantly, if they have not had computer experience, how to use the computer. I think there's way overemphasis on this. Reading, reading, reading is the key."

"I think that Tech coordinator positions need to be reinstated and better funded. Teachers need to know how to use the technology they already have and there has to be a good system for maintaining the hardware and software that are in place."

"I think it is very important that students need to learn how to use communication and technology more effectively. I know that in my school Lahainaluna that when we don't have any Internet capabilities. Students don't know how to use the computers and it's very hard for the teachers to assign, how to create assignments when the students don't even know how to do them or don't know how to effectively use the equipment to do them."

"Many schools have the wires put in but no computers or funds available to provide them the necessary things needed to run the programs or to run anything access to Internet, etc."

"Less students in each class and more computers so that more individualized work can take place."

"I also think that you should start looking at putting radiation screens on your computers. Kids are sitting with their heads one foot away from these computer screens. A lot of them are old computers. And there is a way to block the radiation coming out of these screens and you should definitely check into this. As far as focusing overly on technology, I think that you should balance it with hands on skills such as farming and self sustaining..."

Group and Individual Interview Comments

- **What are people saying about the problems in this area?**

"Our children will not be prepared for the 21st Century if they do not have the equipment or curriculum to learn technology skills."
Business Community

"Is there a K-12 technology curriculum? Are there standards for technology competencies?"
School Community

"Gifted and talented students and upper elementary grade students are the only ones who get to use technology. Shouldn't all children be given the chance to learn technology?"
Parent

"The DOE's current technology infrastructure does not promote effective and efficient administration of public education. They need to run themselves more like a business."
Business Community

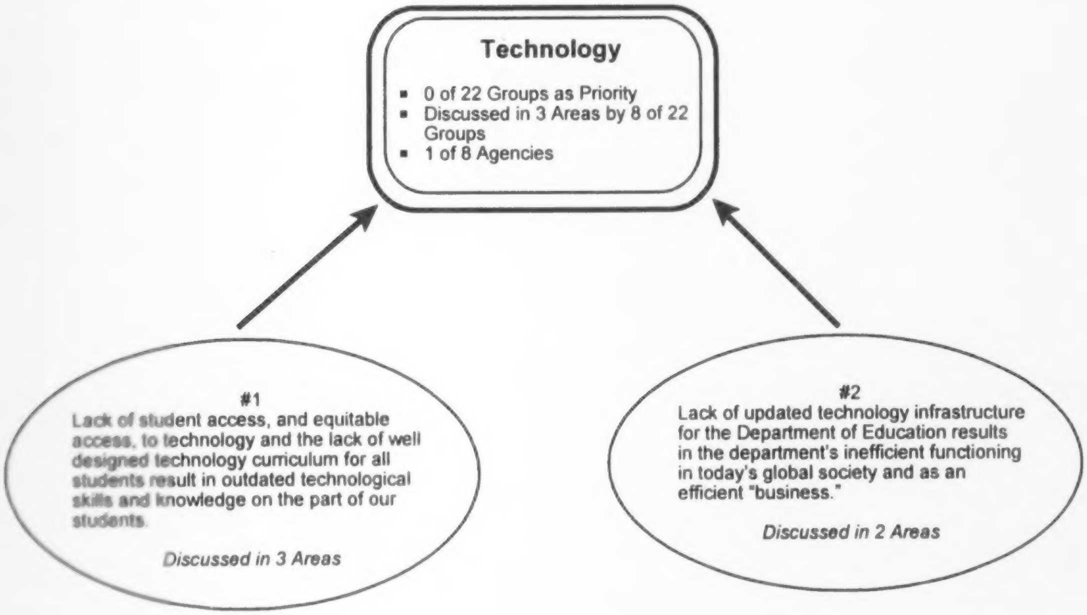
Summary Observations: Over all the surveys and interviews, what are people saying about problems in this area?

#1 *Access*: Lack of student access, and equitable access, to technology, and the lack of well designed technology curriculum for all students result in outdated technological skills and knowledge on the part of our students.

#2 *Systems Infrastructure*: Lack of updated technology infrastructure for the DOE results in the department's inefficient functioning in today's global society and as a modern "business."

What is the

Nature of the Problem?



Technology

- 0 of 22 Groups as Priority
- Discussed in 3 Areas by 8 of 22 Groups
- 1 of 8 Agencies

#1
Lack of student access, and equitable access, to technology and the lack of well designed technology curriculum for all students result in outdated technological skills and knowledge on the part of our students.

Discussed in 3 Areas

#2
Lack of updated technology infrastructure for the Department of Education results in the department's inefficient functioning in today's global society and as an efficient "business."

Discussed in 2 Areas

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What do the data tell us about the importance of improving this area?

Existing data

- There is little doubt that increasingly, the acquisition of technical skills will be critical and required for employment and daily living. The next three decades should see a "technology revolution" that will change nearly all aspects of life as we know it today.

- The Department of Education has recognized the importance of technology support for classroom instruction and for administrative uses by reorganizing and establishing the Office of Information and Telecommunication Services.

- Technology has been adopted as essential infrastructure throughout most business, industry, and government. Hawai'i's public schools have recently been a recipient of a U.S. Department of Education technology grant acquired under the Technology Literacy Challenge Fund.

- Results from a recent State Student Council Leadership Survey indicate that 46% of the participating student leaders thought there was "enough accessible technological equipment for student use, such as computers in classrooms."

Survey Data

- Relative to the other 11 need areas, technology was not a top improvement priority for educators. It ranked in the bottom half among staff groups (other than SASAs); it was ranked 9th overall.

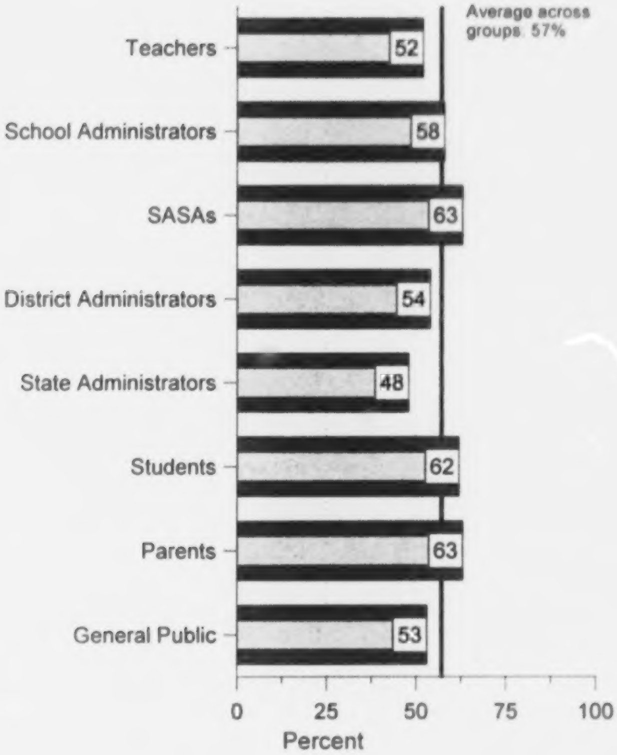
- Strongest support for improving technology came from students who ranked this need area 5th out of 12, tied with school environment. (This seems roughly comparable to the moderate level of concern expressed by student council leaders regarding the adequacy of computer equipment in classrooms.) SASAs also ranked technology 5th.

- Respondent groups in which more than 60% gave "Very Important" ratings to improving technology were: students (62%), SASAs (63%), and parents (63%).

- Among educator groups, the only technology related *item* on which more than 60% of the teachers, school administrators, SASAs, district educational officers and state educational officers gave "Very Important" ratings was "How important is it to improve the infrastructure support for upgraded technology (for example, electrical supply, telephone lines)?"

Technology Area

"Very Important" Ratings by Group



Group and Individual Interview Data

- None (0) of 22 groups selected Technology as a priority for discussion.
    - A total of 8 of 22 groups discussed issues relating to technology: 2 of 3 parent groups; 3 of 5 school community groups; 2 of 4 teacher education groups; and 1 of 4 business community groups.
- Technology issues were discussed in 3 other areas: Curriculum and Instruction, Funding, and Staffing.
- One (1) state agency of 8 agencies discussed issues relating to communication: Department of Labor and Industrial Relations

What else should be considered?

- Technology was not selected as a need area for discussion by any of the 22 focus groups. However, focus group interview data revealed that technology issues were most often embedded in 2 other need areas: Funding and Curriculum and Instruction.

- Parents, students, and teacher education groups tended to rank Technology more important as an improvement area than other role groups.

- Statistical analysis of the survey results unveiled several differences among and within respondent groups. On the general public telephone poll, improving technology was rated as "Very Important" by about 50% of the "general public" subgroups (parents, educators, community members, and taxpayers) but by over 70% among "students." For the general public VoicePoll it is likely that "students" include both K-12 and postsecondary students.

- There were two findings of statistically significant differences for teacher respondents on the items regarding infrastructure supports needed for upgrading technology (item 48) and improving the Department's student information system to better meet needs of schools and the system (item 49). The differences were in the direction of secondary level teachers rating the need for improvement ("Very Important") higher than elementary level teachers.

    - Regarding improving infrastructure, the percentages of teachers giving ratings of "Very Important" were: Elementary - 58%; Middle/Intermediate - 84%; High School - 76%; and Multi-Level - 50%.

    - Regarding improving the student information system, the percentages of teachers giving ratings of "Very Important" were: Elementary - 30%; Middle/Intermediate - 53%; High School - 53%; and Multi-Level - 38%.

- Technology appears to be related to several other areas as follows:

    - To have effective technology education, there needs to be funding and resources for equipment, staff and training.

    - To have effective technology education, there needs to be better technology curriculum and instruction

Where did we get this information?

- *Blue Ribbon Commission on Teacher Morale, Preliminary Report* (State of Hawai'i; Fall 1998)
- Halel et al., *The Futurist*, December 1998
- *Hawai'i Education 2000 Conference Survey* (Hawai'i Education 2000 Conference; October 1998)
- *New Ways of Thinking About Education* (Civic Forum on Public Schools; May 1998)
- *Office of Information and Telecommunications Services* (Department of Education)
- *Student Leadership Workshop Survey* (Hawai'i State Student Council; August 1998)
- *The 1997 National Education Goals Report: State Scorecards* (National Education Goals Panel; 1997)
- Surveys – Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students
- VoicePolls – Parents, General Public
- Interviews – Focus Groups, Individuals

Appendix A: Needs Assessment Teams

Table of Contents

Needs Assessment Teams

Design/Review Team A - 1
Technical/Management Subcommittee A - 5
Analysis Group A - 7
Writing Team A - 9

COMPREHENSIVE NEEDS ASSESSMENT
DESIGN/REVIEW TEAM

STAKEHOLDER GROUP	NAME	TITLE	ADDRESS	PHONE NO.	FAX NO.	E-MAIL
State Department	Dr. Paul LeMahieu Co-Chair	Superintendent	1390 Miller Street, Room 309 Honolulu, Hawaii 96813	586-3310	586-3320	paul_lemahieu@notes.k12.hi.us
	Michael Heim	Director	Planning and Evaluation Group 1390 Miller Street, Room 411 Honolulu, Hawaii 96813	586-3283	586-3440	mheim@notes.k12.hi.us
	Dr. Glenn Hirata	Administrator	Evaluation Section 3430 Leahi Avenue, Bldg. C, 2nd Flr. Honolulu, Hawaii 96815	733-4008	733-4010	glenn_hirata@notes.k12.hi.us
	Dr. Betsy Brandt	Eval. Specialist	Evaluation Section 3430 Leahi Avenue, Bldg. C, 2nd Flr. Honolulu, Hawaii 96815	733-4008	733-4010	betsy_brandt@notes.k12.hi.us
	Dr. Elaine Takenaka	Administrator	Special Programs Mgt. Section 3430 Leahi Avenue, Bldg. D, 2nd Flr. Honolulu, Hawaii 96815	733-4490	733-4492	elaine_takenaka@notes.k12.hi.us
Leadership Team	Milton Shishido	District Supt.	Honolulu District 4967 Kilauea Avenue Honolulu, Hawaii 96816	733-4950	733-4953	milton_shishido@notes.k12.hi.us
Higher Education	Dr. Kathryn Au Co-Chair	Professor	University of Hawaii TECS, WA2-224E College of Education 1776 University Avenue Honolulu, Hawaii 96822	956-9828 (Home: 737-4008)	956-3918 737-4008	kathryn@hawaii.edu
	Dr. Morris Lai	Director of Evaluation	University of Hawaii Curriculum Research and Development Group (CRDG) 1776 University Avenue Honolulu, Hawaii 96822	956-7900	956-4933	lai@hawaii.edu
	Brother Elmer Dunsky		Chaminade University 3140 Waialae Avenue Honolulu, Hawaii 96816	739-4684	739-4607	edunsky@chaminade.edu

STAKEHOLDER GROUP	NAME	TITLE	ADDRESS	PHONE NO.	FAX NO.	E-MAIL
Business Sector	Keith Nagata	Vice President Sales	GTE Hawaiian Tel P.O. Box 2200, HIA17 Honolulu, Hawaii 96841	546-4440	546-6166	keith.nagata@telops.gte.com
	Carl Takamura	Executive Director	Hawaii Business Roundtable Pauahi Tower, Suite 2630 1001 Bishop Street Honolulu, Hawaii 96813	532-2244	545-2025	None
	Dr. Karen Aka	Educational Consultant/ Trainer	1155 Fort Street Mall, #319 Honolulu, Hawaii 96813	621-8243	621-8243 (Pager: 534-1913)	karenaka@hula.net
	James Dannemiller	President	SMS Research & Marketing Services Inc. 1042 Fort Street Mall, Suite 200 Honolulu, Hawaii 96813	537-3356	537-2686	info@smshawaii.com
Employee Unions	Joan Husted	Deputy Executive Director	Hawaii State Teachers Association 2828 Paa Street, Suite 2050 Honolulu, Hawaii 96819	833-2711	839-7106 (Pager: 598-9704)	jhusted@nea.org
	Dale Osomo	Field Services Officer	Hawaii Government Employees' Association 888 Mililani Street Honolulu, Hawaii 96813	543-0017	528-4059	dosomo@hgea.org
Hawaii State Parent Teacher Student Association	Susan St. Aubin	President	3049 Ualena Street, Suite 314 Honolulu, Hawaii 96819	834-7872	834-1617	st.aubin1@aol.com
	John Friedman	Legislative Liaison for HI State PTSA	5760-B Hauiki Road Kapaa, Hawaii 96746	821-1138	822-0568	legspec@gte.net
Hawaii State Student Council	Joshua Cameron (Kahuku High/Inter, Grade 12)	HI State Student Council Representative	55-461 Naniloa Loop Laie, Hawaii 96762	293-8270	(call ahead) 293-8270	
	Lisa Carter (Nanakuli High, Grade 11)	HI State Student Council Representative	92-701 Makakilo Drive Kapolei, Hawaii 96707	672-4612	252-0774 (pager)	

STAKEHOLDER GROUP	NAME	TITLE	ADDRESS	PHONE NO.	FAX NO.	E-MAIL
Independent Schools	Dr. Val Iwashita	Headmaster	Iolani School 563 Kamoku Street Honolulu, Hawaii 96826	949-5355	943-2354	hmaster@koa.iolani.honolulu.hi.us
Military Community	Chrissy Morris	Deputy Education Service Officer	Education Services Office Bldg. 361, Carter Hall Schofield Barracks, Hawaii 96857-5003	655-4444	655-4753	edspec1@schofield-emhl.army.mil
	Lt. Col. Scott Crawford	Community Commander	Building 690 Schofield Barracks, Hawaii 96857	655-0341	655-8991	sbccdr@schofield-emhl.army.mil
Hawaii State Legislature	David Stegmaier	Representative	House of Representatives State Capitol, Room 403 Honolulu, Hawaii 96813	586-6420	586-6421	repstegmaier@Capitol.hawaii.gov
	Carol Fukunaga	Senator	Senate State Capitol, Room 210 Honolulu, Hawaii 96813	586-6890	586-6899	senfukunaga@aloha.net
Educational Organizations	Dr. Ormond Hammond	Director of Planning & Evaluation	Pacific Resources for Education and Learning (PREL) Alii Place, 25th Floor 1099 Alakea Honolulu, Hawaii 96813-4500	533-6000 x199	533-7599	hammondo@prel.hawaii.edu
	Lionel Tokioka	President Emeritus	Public School Foundation of Hawaii c/o City Bank 201 Merchant Street, 12th Floor Honolulu, Hawaii 96813	546-8486	546-8499	None
Teachers	Glenn Minami	Teacher	Farrington High 1564 N. King Street Honolulu, Hawaii 96817	832-3747 (voice mail 832-3654)	832-3587	glenn_minami@notes.k12.hi.us
	Lajuane "Candy" Suiso	Teacher	Waianae High 85-251 Farrington Highway Waianae, Hawaii 96792	697-7048	697-7018	suiso@aloha.net
	Mary Silva	Technology Coordinator	Royal Elementary 1519 Queen Emma Street Honolulu, Hawaii 96813	587-4510	587-4518	msilva@makani.k12.hi.us

STAKEHOLDER GROUP	NAME	TITLE	ADDRESS	PHONE NO.	FAX NO.	E-MAIL
School Administrators	Wallace Fujii	Principal	Baldwin High 1650 Kaahumanu Avenue Wailuku, Hawaii 96793	984-5656	984-5674	wally_fujii@notes.k12.hi.us
	Sharon Nakagawa	Principal	Waialua Elementary 67-020 Waialua Beach Road Waialua, Hawaii 96791	637-8228	637-8225	sharon@kalama.doe.hawaii.edu
Community At Large	Lionel Aono	Retired Budget Director	799 Kalalea Street Honolulu, Hawaii 96825	395-2570	None	None
	Karen Cross	Program Manager	Program for Conflict Resolution Matsunaga Peace Institute University of Hawaii 2424 Maile Way, #523 Honolulu, Hawaii 96822	956-6459	956-9121	program@hawaii.edu
	Kathy Fujita	Parent	1224 Laukahi Street Honolulu, Hawaii 96821	373-3349	521-1369	
	Alan Oshima	Attorney/ Kawananakoa Middle School PTA President	841 Bishop, Suite 400 Honolulu, Hawaii 96813	528-4200	531-8466	amo@ocfc.com

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COMPREHENSIVE NEEDS ASSESSMENT
TECHNICAL/MANAGEMENT SUBCOMMITTEE

STAKEHOLDER GROUP	NAME	TITLE	ADDRESS	PHONE NO.	FAX NO.	E-MAIL
State Department	Dr. Paul LeMahieu	Superintendent	1390 Miller Street, Room 309 Honolulu, Hawaii 96813	586-3310	586-3320	paul_lemahieu@notes.k12.hi.us
	Michael Heim	Director	Planning and Evaluation Group 1390 Miller Street, Room 411 Honolulu, Hawaii 96813	586-3283	586-3440	mheim@notes.k12.hi.us
	Dr. Glenn Hirata	Administrator	Evaluation Section 3430 Leahi Avenue, Bldg. C, 2nd Flr. Honolulu, Hawaii 96815	733-4008	733-4010	glenn_hirata@notes.k12.hi.us
	Dr. Betsy Brandt	Eval. Specialist	Evaluation Section 3430 Leahi Avenue, Bldg. C, 2nd Flr. Honolulu, Hawaii 96815	733-4008	733-4010	betsy_brandt@notes.k12.hi.us
	Jerald Plett	Eval. Specialist	Evaluation Section 3430 Leahi Avenue, Bldg. C, 2nd Flr. Honolulu, Hawaii 96815	733-4008	733-4010	jerald_plett@notes.k12.hi.us
Higher Education	Dr. Kathryn Au Co-Chair	Professor	University of Hawaii TECS, WA2-224E College of Education 1776 University Avenue Honolulu, Hawaii 96822	956-9828	956-3918	kathryna@hawaii.edu
	Dr. Morris Lai	Director of Evaluation	University of Hawaii Curriculum Research and Development Group (CRDG) 1776 University Avenue Honolulu, Hawaii 96822	956-7900	956-4933	lai@hawaii.edu
	Dr. Karen Aka	Educational Consultant/ Trainer	1155 Fort Street Mall, #319 Honolulu, Hawaii 96813	621-8243	621-8243 (Pager: 534-1913)	karenaka@hula.net

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STAKEHOLDER GROUP	NAME	TITLE	ADDRESS	PHONE NO.	FAX NO.	E-MAIL
	James Dannemiller	President	SMS Research & Marketing Services Inc. 1042 Fort Street Mall, Suite 200 Honolulu, Hawaii 96813	537-3356	537-2686	info@smshawaii.com
Educational Organizations	Dr. Ormond Hammond	Director of Planning & Evaluation	Pacific Resources for Education and Learning (PREL) Alii Place, 25th Floor 1099 Alakea Honolulu, Hawaii 96813-4500	533-6000 x199	533-7599	hammondo@prel.hawaii.edu

264

265

COMPREHENSIVE NEEDS ASSESSMENT
ANALYSIS GROUP

STAKEHOLDER GROUP	NAME	TITLE	ADDRESS	PHONE NO.	FAX NO.	E-MAIL
State Department	Michael Heim	Director	Planning and Evaluation Group 1390 Miller Street, Room 411 Honolulu, Hawaii 96813	586-3283	586-3440	mheim@notes.k12.hi.us
	Yvonne Hashizume	Administrator	Planning Section 1390 Miller Street, Room 411 Honolulu, Hawaii 96813	586-3285	586-3440	yvonne_hashizume@notes.k12.hi.us
	Dr. Glenn Hirata	Administrator	Evaluation Section 3430 Leahi Avenue, Bldg. C, 2nd Flr. Honolulu, Hawaii 96815	733-4008	733-4010	glenn_hirata@notes.k12.hi.us
	Dr. Betsy Brandt	Eval. Specialist	Evaluation Section 3430 Leahi Avenue, Bldg. C, 2nd Flr. Honolulu, Hawaii 96815	733-4008	733-4010	betsy_brandt@notes.k12.hi.us
	Jerald Plett	Eval. Specialist	Evaluation Section 3430 Leahi Avenue, Bldg. C, 2nd Flr. Honolulu, Hawaii 96815	733-4008	733-4010	jerald_plett@notes.k12.hi.us
	Dr. Thomas Gans	Eval. Specialist	Evaluation Section 3430 Leahi Avenue, Bldg. C, 2nd Flr. Honolulu, Hawaii 96815	733-4008	733-4010	tom_gans@notes.k12.hi.us
Higher Education	Dr. Kathryn Au Co-Chair	Professor	University of Hawaii TECS, WA2-224E College of Education 1776 University Avenue Honolulu, Hawaii 96822	956-9828	956-3918	kathryna@hawaii.edu

STAKEHOLDER GROUP	NAME	TITLE	ADDRESS	PHONE NO.	FAX NO.	E-MAIL
	Dr. Morris Lai	Director of Evaluation	University of Hawaii Curriculum Research and Development Group (CRDG) 1776 University Avenue Honolulu, Hawaii 96822	956-7900	956-4933	lai@hawaii.edu
Business Sector	Dr. Karen Aka	Educational Consultant/ Trainer	1155 Fort Street Mall, #319 Honolulu, Hawaii 96813	621-8243	621-8243 (Pager: 534-1913)	karenaka@hula.net
	James Dannemiller	President	SMS Research & Marketing Services Inc. 1042 Fort Street Mall, Suite 200 Honolulu, Hawaii 96813	537-3356	537-2686	info@smshawaii.com
Educational Organizations	Dr. Ormond Hammond	Director of Planning & Evaluation	Pacific Resources for Education and Learning (PREL) Alii Place, 25th Floor 1099 Alakea Honolulu, Hawaii 96813-4500	533-6000 x199	533-7599	hammondo@prel.hawaii.edu
Community At Large	Kathy Fujita	Parent	1224 Laukahi Street Honolulu, Hawaii 96821	373-3349	521-1369	

COMPREHENSIVE NEEDS ASSESSMENT
WRITING TEAM

STAKEHOLDER GROUP	NAME	TITLE	ADDRESS	PHONE NO.	FAX NO.	E-MAIL
State Department	Michael Heim	Director	Planning and Evaluation Group 1390 Miller Street, Room 411 Honolulu, Hawaii 96813	586-3283	586-3440	mheim@notes.k12.hi.us
	Yvonne Hashizume	Administrator	Planning Section 1390 Miller Street, Room 411 Honolulu, Hawaii 96813	586-3285	586-3440	yvonne_hashizume@notes. k12. hi.us
	Dr. Glenn Hirata	Administrator	Evaluation Section 3430 Leahi Avenue, Bldg. C, 2nd Flr. Honolulu, Hawaii 96815	733-4008	733-4010	glenn_hirata@notes.k12.hi.us
	Dr. Betsy Brandt	Eval. Specialist	Evaluation Section 3430 Leahi Avenue, Bldg. C, 2nd Flr. Honolulu, Hawaii 96815	733-4008	733-4010	betsy_brandt@notes.k12.hi.us
	Jerald Plett	Eval. Specialist	Evaluation Section 3430 Leahi Avenue, Bldg. C, 2nd Flr. Honolulu, Hawaii 96815	733-4008	733-4010	jerald_plett@notes.k12.hi.us
Higher Education	Dr. Kathryn Au Co-Chair	Professor	University of Hawaii TECS, WA2-224E College of Education 1776 University Avenue Honolulu, Hawaii 96822	956-9828	956-3918	kathryna@hawaii.edu
Community At Large	Kathy Fujita	Parent	1224 Laukahi Street Honolulu, Hawaii 96821	373-3349	521-1369	

Appendix B: Surveys

Table of Contents

Survey Methods

Description of Survey Instruments B - 1

Description of Survey Procedures B - 2

Respondent Samples B - 2

Survey Response Rates B - 3

Data Summaries

Need Areas Summary: Percent "Very Important" by Groups B - 4

Need Areas Summary: Ranking by Groups B - 5

Summary of Fixed-Response Items, All Surveys B - 6

Summary of Statistically Significant Variation in Item Response by Respondents' Background Characteristics, Scannable Surveys B - 18

Summary of Statistically Significant Variation in Item Response by Respondents' Background Characteristics, VoicePoll Surveys B - 27

Summary of Composite Parent Group and Selected General Public Sub-Groups for Fixed-Response Items, VoicePoll Surveys B - 30

Content Coding Framework for Scannable and VoicePoll Survey Open-Ended Items B - 31

Summary Tabulation of Content Analysis Results for Open-Ended Items, All Surveys B - 35

Sample Copies of Survey Instruments

Teacher Survey B - 39

Student Survey B - 43

Parent VoicePoll B - 45

Survey Methods

- **Description of Survey Instruments**
  Eight (8) survey instruments were developed. The purpose of each survey instrument was to collect stakeholder input about the importance and nature of the problems and concerns associated with the ten improvement areas that had been suggested by the Board of Education, the Superintendent, and the Needs Assessment's Design/Review Team. For each need area, extensive discussion by the Design/Review Team generated detailed listings of specific aspects of the nature of the problem in each area. These detailed statements were then used by the Technical/Management Subcommittee and, subsequently, by Planning and Evaluation Group staff, to develop survey items.

  Two main versions of the survey instruments were developed, a "long" form and a "short" form. The long form version consisted of 51 fixed response items which were scaled on a 4-point Likert scale with endpoints of "Very Important" to "Not Important." An additional "Don't Know" response option was provided. Each of the items began with the stem "How important is it to improve..." All surveys included the same open-ended response question, "What changes do you believe would have the greatest impact in improving the Hawaii public school system?"

  The long form version was designed as a written, machine scannable survey form and was used with the Teacher, School Administrator, School Administrative Services Assistant (SASA), District Administrator, and State Administrator stakeholder groups. Except for some variation in the few background questions asked, these five survey forms were identical.

  Two variants of the short form survey were constructed. For students, a scannable survey form was developed which consisted of 12 fixed-response items, each written at the overall needs/improvement area or category level. It also included the common open-ended question. Scaling of the fixed-response items was identical to that of the long form surveys.

  The second variant of a short form survey was the VoicePoll developed for the Parent and General Public groups. Both Parent and General Public VoicePolls were identical, except for differences in the background questions asked. The VoicePoll methodology, which uses the telephone, voice recording/voice mail technology, and computers to conduct the poll and record responses, imposed special requirements. Working in conjunction with VoicePoll Communications, Inc., and with additional assistance from the Education Commission of the States (ECS), which subsidized the cost of the VoicePolls, these surveys were developed in the form of a script.

  While the VoicePoll items were generally similar to those used for the written Student survey, there were differences in wording and emphasis between the two. The VoicePoll surveys consisted of 14 fixed response items (the areas of curriculum and instruction and student performance were expanded to two questions each) and the open-ended item. Up to 60 seconds was provided for a respondent to leave a voice mail message in response to the open-ended question. As advised by VoicePoll staff, the scaling for the fixed-response items was expanded to a six-point scale (1 = Not Important, ..., 6 = Very Important) for both the Parent and General Public surveys.

- **Description of Survey Procedures**

  In order to fit the survey data collection within the time frame of the overall needs assessment, survey development and survey administration cycles were necessarily compressed. All survey data collection occurred within a three week window, beginning in the last week of October and ending in the second week of November, 1998.

  Teacher, School Administrator, SASA, District Administrator, State Administrator, and Student surveys were each administered as mail-out/mail-back surveys. Teacher surveys were mailed to the teacher's home with return-addressed, postage-paid envelops provided. The surveys for School Administrators, SASAs, District Administrators, State Administrators, and Students were mailed, delivered via State courier or hand-carried to the respective schools and offices. All groups received explanatory cover letters or memos from the Superintendent requesting their participation. Return envelops were provided. Completed surveys were returned via courier or mail to the Evaluation Section, Planning and Evaluation Group, for analysis.

  Administration procedures for the two VoicePolls differed. The Parent VoicePoll survey group was based on a simple random sample of parents of public school students statewide. Accordingly, parents were mailed a letter from the Superintendent explaining the needs assessment and inviting them to participate by calling the 1-800 VoicePoll number. A reminder postcard was sent to parents about mid-way during the data collection period.

  The General Public VoicePoll was open to anyone who chose to participate. The Department of Education, through the local news media, used public service announcements and news articles/coverage to "get the word out" and encourage public input. Similar to the Parent VoicePoll, persons participating in the General Public VoicePoll also called a 1-800 VoicePoll number.

- **Respondent Samples**

  Of the 8 stakeholder groups surveyed, only 3 actually involved sampling: Students, Teachers, and Parents. All School Administrators, SASAs, District Administrators, and State Administrators were surveyed; that is, a census rather than a sample survey was done. The General Public VoicePoll was open to anyone electing to participate.

For students, only high school students were included. Time did not permit the design and pilot test work that would have been necessary to develop a survey demonstrably appropriate for younger students. High school principals were requested to select "one class with students who are representative of your school, preferably in grade 11 or 12, and ask the teacher in charge... to administer the survey." While not statistically precise, the sample selection of high school students used was logistically efficient, feasible within the given constraints of time and staff oversight available, and imposed minimal burden on school staff.

Both the Teacher Survey and the Parent VoicePoll were based on simple random samples. For teachers, the Hawaii State Teachers Association (HSTA) generated a simple random sample, per the Planning and Evaluation Group's specifications, from their active membership list, excluding teachers currently on leave. HSTA provided corresponding sets of mailing labels for use in conducting the survey. For the parent sample, Planning and Evaluation Group staff used Department databases to draw a simple random sample of parents of students K-12 currently enrolled in the public schools. Both samples were designed, assuming sampling for proportions, to provide estimates that would be precise within 5% with 95% confidence.

- **Survey Response Rates**

Stakeholder Group	# Targeted for Surveying	Response
Students	41 High Schools	83%
Teachers	411	44%
School Administrators	490	70%
SASA	249	69%
District Administrators	63	98%
State Administrators	180	81%
Parents	483	39%
General Public	(NA)	1403

Need Areas Summary: Percent "Very Important" by Groups

Need Areas	Average Percent Across Groups	Scannable Surveys						VoicePoll Surveys	
		Teachers	School Admin.	SASAs	District Admin.	State Admin.	Students	Parents	General Public
Accountability	55%	36%	56%	51%	60%	52%	44%	69%	70%
Curriculum & Instruction	69%	53%	71%	65%	77%	64%	68%	79%	74%
Communication	61%	55%	58%	64%	61%	55%	50%	77%	71%
Administration	62%	50%	60%	63%	70%	57%	56%	72%	71%
Funding	65%	66%	64%	58%	60%	47%	76%	75%	73%
Research &	37%	24%	35%	37%	49%	39%	46%	35%	28%
Policies & Rules	48%	43%	48%	55%	47%	39%	37%	58%	54%
School Environment	69%	72%	76%	75%	66%	54%	62%	79%	67%
Staffing	64%	57%	60%	58%	67%	51%	68%	80%	71%
HCPS Implementation	57%	43%	67%	54%	70%	52%	41%	67%	58%
Student Performance	57%	61%	65%	70%	65%	56%	31%	56%	54%
Technology	57%	52%	58%	63%	54%	48%	62%	63%	53%

Need Areas Summary: Ranking "Very Important" by Groups

Need Areas	Average Ranking Across Groups*	Scannable Surveys						VoicePoll Surveys	
		Teachers	School Admin.	SASAs	District Admin.	State Admin.	Students	Parents	General Public
Accountability	10	11	10	11	8.5	6.5	9	7	6
Curriculum & Instruction	1.5	6	2	3	1	1	2.5	2.5	1
Communication	6	5	8.5	4	7	4	7	4	4
Administration	5	8	6.5	5.5	2.5	2	6	6	4
Funding	3	2	5	7.5	8.5	10	1	5	2
Research &	12	12	12	12	11	11.5	8	12	12
Policies & Rules	11	9.5	11	9	12	11.5	11	10	9.5
School Environment	1.5	1	1	1	5	5	4.5	2.5	7
Staffing	4	4	6.5	7.5	4	8	2.5	1	4
HCPS Implementation	8	9.5	3	10	2.5	6.5	10	8	8
Student Performance	8	3	4	2	6	3	12	11	9.5
Technology	8	7	8.5	5.5	10	9	4.5	9	11

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* "Average Ranking Across Groups" derived from "Average Percent Across Groups" column on the previous page.

Summary of Fixed-Response Items, All Surveys

Accountability

Scannable Surveys (Teachers, n = 178; School Administrators, n = 343; SASA's, n = 171; District Administrators, n = 62; State Administrators, n = 146; Students, n = 958)

Accountability? ...Having everyone, including staff, parents, and those who make the rules, know their responsibilities and accept the consequences for their actions.

VoicePolls (Parents, n = 180; General Public, n = 1,403)

In a school system with strong accountability, everyone... including staff, parents, students and those who make the rules, knows their responsibilities and accepts both positive and negative consequences of their actions. How important is it to improve accountability in the Hawaii public schools?

Overall Summary: Percent (%) "Very Important" (highest rating) ...

Teachers	School Admin.	SASAs	District Admin.	State Admin.	Students	Parents	General Public
36	56	51	60	52	44	69	70

Item Details: Percent (%) "Very Important" (highest rating) ...

(1) Clarifying who is responsible for what and to whom among Department staff (including school staff), parents, students, and community members?

Teachers	51	School Admin.	62	SASAs	71	District Admin.	74	State Admin.	66

(2) Clarifying authority and responsibilities of School/Community-Based Management (SCBM) councils?

Teachers	40	School Admin.	56	SASAs	49	District Admin.	58	State Admin.	47

(3) The use of content and performance standards to assess student learning?

Teachers	33	School Admin.	61	SASAs	46	District Admin.	65	State Admin.	56

(4) The use of student outcomes to evaluate the performance of schools, teachers, and Department staff?

Teachers	19	School Admin.	44	SASAs	39	District Admin.	44	State Admin.	41

Note: Student, Parent, and the General Public stakeholder groups used a "short form" survey/poll that did not include detailed items. Parent and General Public groups were surveyed using VoicePolls. All other groups were surveyed with scannable, written survey forms.

Curriculum & Instruction

Scannable Surveys (Teachers, n = 178; School Administrators, n = 343; SASA's, n = 171; District Administrators, n = 62; State Administrators, n = 146; Students, n = 958)
Curriculum and Instruction? ...Having what students should learn available to all and taught well.

VoicePolls (Parents, n = 180; General Public, n = 1,403)
In an effective school system, curriculum and instruction provide knowledge and skills that students need to reach current education standards and to be successful in the workplace and post secondary education. How important is it to improve the quality of the curriculum and instruction being provided in Hawaii public schools?

How important is it to provide high quality instruction to all students, no matter where they live? (VoicePoll Questions 13 & 14)

Overall Summary: Percent (%) "Very Important" (highest rating) ...

Teachers	School Admin.	SASAs	District Admin.	State Admin.	Students	Parents[1]	General Public[1]
53	71	65	77	64	68	79	74

Item Details: Percent (%) "Very Important" (highest rating) ...

(5) Having a coherent, comprehensive, standards-based curriculum in all schools?

Teachers	60	School Admin.	74	SASAs	76	District Admin.	77	State Admin.	71

(6) Equitable access for families and students to high quality education in all schools?

Teachers	57	School Admin.	71	SASAs	67	District Admin.	77	State Admin.	63

(7) Instruction based on information about how well students are learning?

Teachers	41	School Admin.	67	SASAs	53	District Admin.	76	State Admin.	57

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[1] Mean of questions 13 and 14 on the VoicePolls.

Communication

Scannable Surveys (Teachers, n = 178; School Administrators, n = 343; SASA's, n = 171; District Administrators, n = 62; State Administrators, n = 146; Students, n = 958)
Communication? ...Making sure the exchange of information among schools, parents, and the public is open and clear.

VoicePolls (Parents, n = 180; General Public, n = 1,403)
A school system with open and clear communication shares information about all aspects of schooling, including school policy, how money is spent and what students are learning. How important is it to improve communication among schools, parents, and the public in the Hawaii public school system?

Overall Summary: Percent (%) "Very Important" (highest rating) ...

Teachers	School Admin.	SASAs	District Admin.	State Admin.	Students	Parents	General Public
55	58	64	61	55	50	77	71

Item Details: Percent (%) "Very Important" (highest rating) ...

(8) Communication among the Department of Education, schools, parents and the general public?

Teachers 64	School Admin. 58	SASAs 82	District Admin. 63	State Admin. 52	

(9) How well the Department and Board present the goals, accomplishments, and shortcomings of the public schools to the legislature, parents, and the general public?

Teachers 48	School Admin. 51	SASAs 60	District Admin. 53	State Admin. 54	

(10) The advocacy of the Department and Board on behalf of public school children in Hawaii?

Teachers 54	School Admin. 63	SASAs 51	District Admin. 68	State Admin. 58	

Administration

Scannable Surveys (Teachers, n = 178; School Administrators, n = 343; SASA's, n = 171; District Administrators, n = 62; State Administrators, n = 146; Students, n = 958)

Effective Administration? ...How well Hawaii's public school system is run.

VoicePolls (Parents, n = 180; General Public, n = 1,403)

In an effectively administered school system, sound decisions are made in a variety of areas, including student learning, adequate training for teachers and principals, how funds are allocated and how problems are addressed. How important is it to improve the administration of the Hawaii public school system?

Overall Summary: Percent (%) "Very Important" (highest rating) ...

Teachers	School Admin.	SASAs	District Admin.	State Admin.	Students	Parents	General Public
50	60	63	70	57	56	72	71

Item Details: Percent (%) "Very Important" (highest rating) ...

(11) The Department's strategic planning?

Teachers 38	School Admin. 46	SASAs 58	District Admin. 62	State Admin. 50	

(12) The effectiveness of school plans so that they better support student learning?

Teachers 55	School Admin. 59	SASAs 69	District Admin. 69	State Admin. 62	

(13) State and district support, including training, for responsibilities that have been decentralized to the schools?

Teachers 52	School Admin. 74	SASAs 73	District Admin. 77	State Admin. 53	

(14) Training and professional development for school administrators, teachers, and state/district staff?

Teachers 65	School Admin. 77	SASAs 61	District Admin. 90	State Admin. 64	

(15) The Department's organizational climate?

Teachers 39	School Admin. 46	SASAs 52	District Admin. 50	State Admin. 54	

Funding

Scannable Surveys (Teachers, n = 178; School Administrators, n = 343; SASA's, n = 171; District Administrators, n = 62; State Administrators, n = 146; Students, n = 958)

Funding? ...Making sure that there is sufficient money and that it is spent properly.

VoicePolls (Parents, n = 180; General Public, n = 1,403)

A well funded school system provides sufficient money for classroom materials and activities, teacher salaries and building maintenance. How important is it to increase the amount of funding and improve the way funds are allocated in the Hawaii public schools?

Overall Summary: Percent (%) "Very Important" (highest rating) ...

Teachers	School Admin.	SASAs	District Admin.	State Admin.	Students	Parents	General Public
66	64	58	60	47	76	75	73

Item Details: Percent (%) "Very Important" (highest rating) ...

(16) Funding of the Board's budget priorities?

Teachers	40	School Admin.	52	SASAs	50	District Admin.	52	State Admin.	48

(17) Funding for professional development?

Teachers	51	School Admin.	67	SASAs	31	District Admin.	76	State Admin.	51

(18) Class size?

Teachers	90	School Admin.	64	SASAs	72	District Admin.	44	State Admin.	37

(19) Distributing funds fairly to serve the needs of all students?

Teachers	81	School Admin.	73	SASAs	80	District Admin.	70	State Admin.	52

Research & Development

Scannable Surveys (Teachers, n = 178; School Administrators, n = 343; SASA's, n = 171; District Administrators, n = 62; State Administrators, n = 146; Students, n = 958)

Research and development? ...Getting and using information to increase effectiveness of teaching, learning, and school operations.

VoicePolls (Parents, n = 180; General Public, n = 1,403)

The Hawaii public school system conducts ongoing research in areas such as effective school practices, program evaluation, and graduate follow-up. How important is it to increase research and development efforts?

Overall Summary: Percent (%) "Very Important" (highest rating) ...

Teachers	School Admin.	SASAs	District Admin.	State Admin.	Students	Parents	General Public
24	35	37	49	39	46	35	28

Item Details: Percent (%) "Very Important" (highest rating) ...

(20) Information available to identify and explain the differences between successful and unsuccessful programs or schools?

Teachers 26	School Admin. 40	SASAs 41	District Admin. 55	State Admin. 48	

(21) The use of student achievement as the primary criterion for evaluating the success of an academic program or curriculum?

Teachers 19	School Admin. 34	SASAs 32	District Admin. 49	State Admin. 35	

(22) Information on students and graduates to assess the adequacy of their preparation for continued education or work?

Teachers 27	School Admin. 32	SASAs 37	District Admin. 43	State Admin. 32	

Policies & Rules

Scannable Surveys (Teachers, n = 178; School Administrators, n = 343; SASA's, n = 171; District Administrators, n = 62; State Administrators, n = 146; Students, n = 958)

Policies and administrative rules? ...Having policies and rules that cover important needs and problems facing public education without imposing undue burden or "red tape."

VoicePolls (Parents, n = 180; General Public, n = 1,403)

How important is it to streamline Hawaii public school policies and rules to better support teaching, learning and school operations?

Overall Summary: Percent (%) "Very Important" (highest rating) ...

Teachers	School Admin.	SASAs	District Admin.	State Admin.	Students	Parents	General Public
43	48	55	47	39	37	58	54

Item Details: Percent (%) "Very Important" (highest rating) ...

(23) Government policies, rules, and regulations so they are internally consistent and coherent?

Teachers 50	School Admin. 49	SASAs 64	District Admin. 53	State Admin. 41

(24) Policies, rules, and regulations so they facilitate School/Community-Based Management (SCBM) and encourage participation by parents and the community?

Teachers 28	School Admin. 27	SASAs 43	District Admin. 23	State Admin. 16

(25) Policies, rules, and regulations so they support standards-based reform?

Teachers 29	School Admin. 44	SASAs 43	District Admin. 47	State Admin. 42

(26) Policies, rules and procedures by eliminating unnecessary or outdated regulations and red tape.

Teachers 65	School Admin. 72	SASAs 71	District Admin. 63	State Admin. 56

School Environment

Scannable Surveys (Teachers, n = 178; School Administrators, n = 343; SASA's, n = 171; District Administrators, n = 62; State Administrators, n = 146; Students, n = 958)

School environment? ...Where students can learn and grow in a safe, caring environment.

VoicePolls (Parents, n = 180; General Public, n = 1,403)

How important is it to improve the environment within Hawaii's public schools to ensure that they are safe, caring and supportive of students?

Overall Summary: Percent (%) "Very Important" (highest rating) ...

Teachers	School Admin.	SASAs	District Admin.	State Admin.	Students	Parents	General Public
72	76	75	66	54	62	79	67

Item Details: Percent (%) "Very Important" (highest rating) ...

(27) Students' safety and well-being, both physical and emotional?

Teachers 77	School Admin. 84	SASAs 90	District Admin. 83	State Admin. 70

(28) School facilities to meet all applicable safety and health requirements?

Teachers 75	School Admin. 79	SASAs 80	District Admin. 69	State Admin. 58

(29) The number and variety of school facilities to meet program and enrollment requirements?

Teachers 61	School Admin. 70	SASAs 61	District Admin. 52	State Admin. 44

(30) School discipline policies and practices by simplifying and streamlining their implementation?

Teachers 74	School Admin. 69	SASAs 68	District Admin. 59	State Admin. 42

Staffing

Scannable Surveys (Teachers, n = 178; School Administrators, n = 343; SASA's, n = 171; District Administrators, n = 62; State Administrators, n = 146; Students, n = 958)
Staffing? ...Having well trained and competent teachers, principals, and other Department of Education employees.

VoicePolls (Parents, n = 180; General Public, n = 1,403)
How important is it to improve the selection, training, and evaluation of teachers, principals and other Department of Education employees?

Overall Summary: Percent (%) "Very Important" (highest rating) ...

Teachers	School Admin.	SASAs	District Admin.	State Admin.	Students	Parents	General Public
57	60	58	67	51	68	80	71

Item Details: Percent (%) "Very Important" (highest rating) ...

(31) The use of teachers' time so that non-instructional tasks do not interfere with teaching or preparation?					
Teachers 64	School Admin. 61	SASAs 54	District Admin. 54	State Admin. 38	
(32) Teacher placements so that teachers are given assignments for which they are fully prepared?					
Teachers 76	School Admin. 62	SASAs 64	District Admin. 66	State Admin. 52	
(33) Pre-service and inservice teacher training?					
Teachers 54	School Admin. 68	SASAs 44	District Admin. 79	State Admin. 54	
(34) The adequacy and rigor of teacher evaluation?					
Teachers 30	School Admin. 59	SASAs 60	District Admin. 69	State Admin. 59	
(35) The adequacy and rigor of school administrator selection, training, and evaluation?					
Teachers 54	School Admin. 61	SASAs 68	District Admin. 74	State Admin. 57	
(36) The adequacy and rigor of state/district staff selection, training, and evaluation?					
Teachers 42	School Admin. 51	SASAs 58	District Admin. 64	State Admin. 47	

Hawaii Content and Performance Standards (HCPS) Implementation

Scannable Surveys (Teachers, n = 178; School Administrators, n = 343; SASA's, n = 171; District Administrators, n = 62; State Administrators, n = 146; Students, n = 958)

Hawaii Content and Performance Standards implementation? ...Where teachers, students, and parents all understand what students should know and be able to do at different grade levels.

VoicePolls (Parents, n = 180; General Public, n = 1,403)

Hawaii public schools have content and performance standards that spell out what students should know and be able to do at different grade levels. How important is it to improve teachers', students' and parents' understanding and implementation of these standards?

Overall Summary: Percent (%) "Very Important" (highest rating) ...

Teachers	School Admin.	SASAs	District Admin.	State Admin.	Students	Parents	General Public
43	67	54	70	52	41	67	58

Item Details: Percent (%) "Very Important" (highest rating) ...

(37) The quality and clarity of the Hawaii Content and Performance Standards?

Teachers	45	School Admin.	70	SASAs	54	District Admin.	75	State Admin.	61

(38) The training of teachers on how to use the Hawaii Content and Performance Standards for classroom instruction and assessment?

Teachers	45	School Admin.	72	SASAs	53	District Admin.	75	State Admin.	56

(39) The public's understanding of what teachers should be teaching and students should be learning?

Teachers	33	School Admin.	53	SASAs	60	District Admin.	51	State Admin.	41

(40) Support and funding for schools to implement the Hawaii Content and Performance Standards?

Teachers	50	School Admin.	71	SASAs	50	District Admin.	80	State Admin.	50

Student Performance

Scannable Surveys (Teachers, n = 178; School Administrators, n = 343; SASA's, n = 171; District Administrators, n = 62; State Administrators, n = 146; Students, n = 958)
Student Performance? ...Judging our schools and school system by how well our students learn and behave.

VoicePolls (Parents, n = 180; General Public, n = 1,403)
School systems have a variety of ways to measure student performance, such as standardized testing, graduation rates and college entry rates. How important is it to raise the level of student performance in Hawaii public schools?

How important is it to provide even more ways to measure student performance? (VoicePoll Questions 15 & 16)

Overall Summary: Percent (%) "Very Important" (highest rating) ...

Teachers	School Admin.	SASAs	District Admin.	State Admin.	Students	Parents[1]	General Public[1]
61	65	70	65	56	31	56	54

Item Details: Percent (%) "Very Important" (highest rating) ...

(41) Students' motivation to do their best work?

Teachers 67	School Admin. 68	SASAs 77	District Admin. 62	State Admin. 65

(42) Students' preparation for continuing their education?

Teachers 59	School Admin. 60	SASAs 71	District Admin. 62	State Admin. 54

(43) Students' preparation for the "world of work," including the learning of job readiness skills, good work habits, appearance, and punctuality?

Teachers 67	School Admin. 67	SASAs 79	District Admin. 67	State Admin. 51

(44) The expectations we have for students' achievement and behavior?

Teachers 71	School Admin. 76	SASAs 72	District Admin. 74	State Admin. 67

(45) The statewide testing program so that it is based on the Hawaii Content and Performance Standards?

Teachers 39	School Admin. 54	SASAs 51	District Admin. 59	State Admin. 43

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[1] Mean of questions 15 and 16 on the VoicePolls.

Technology

Scannable Surveys (Teachers, n = 178; School Administrators, n = 343; SASA's, n = 171; District Administrators, n = 62; State Administrators, n = 146; Students, n = 958)
Technology? ...Using computers, the Internet, and other electronic or technical tools to improve teaching, learning, and the management of the public schools.

VoicePolls (Parents, n = 180; General Public, n = 1,403)
The Hawaii public school system uses computers, the Internet, and other electronic or technical tools to improve teaching, learning, and management of public schools. How important is it to increase the effective use of technology in the schools and in the system?

Overall Summary: Percent (%) "Very Important" (highest rating) ...

Teachers	School Admin.	SASAs	District Admin.	State Admin.	Students	Parents	General Public
52	58	63	54	48	62	63	53

Item Details: Percent (%) "Very Important" (highest rating) ...

(46) The training of and assistance to teachers in acquiring and using technology to improve student learning?

Teachers	56	School Admin.	51	SASAs	56	District Admin.	47	State Admin.	43

(47) The availability of computer hardware and software in the classroom?

Teachers	56	School Admin.	52	SASAs	58	District Admin.	51	State Admin.	40

(48) The infrastructure support for upgraded technology (for example, electrical supply, telephone lines)?

Teachers	64	School Admin.	73	SASAs	70	District Admin.	65	State Admin.	57

(49) The Department's student information system so that it meets both school and system needs?

Teachers	39	School Admin.	59	SASAs	63	District Admin.	57	State Admin.	59

(50) The training of all staff on the use of technology in school and system operations?

Teachers	51	School Admin.	54	SASAs	62	District Admin.	49	State Admin.	42

(51) The keeping of student records so they are consistent and comparable across all schools?

Teachers	44	School Admin.	57	SASAs	72	District Admin.	53	State Admin.	48

Summary of Statistically Significant[1] Variation in Item Response by Respondents' Background Characteristics, Scannable Surveys

Teachers (n = 178)
School Administrators (n = 343)
SASAs (n = 171)
District Administrators (n = 62)
State Administrators (n = 146)
Students (n = 958)

Background Questions

Two background questions were asked of respondents to the Teacher, School Administrator, and SASA surveys: (1) the district in which their school was located [Location], and (2) the grade levels served by their schools [Level]. For analysis, Location was recoded as Oahu and Neighbor Island in order to preclude problems with small subgroup sizes. The Level background question provided Elementary, Middle/Intermediate, High, and Multi-Grade categories as response options.

The District Administrator survey contained only the Location background question. The State Administrator survey included no background questions. (The Student Survey, which is more similar in form to the VoicePolls than to the other scannable, written surveys will be reported separately in another document.)

For reference, the complete text of each item/question is given immediately following the table below.

		Respondent Group and Background Characteristic						
		Teachers		**School Administrators**		**SASAs**		**District Administrators**
Topic Area	**Item**	**Location**	**Level**	**Location**	**Level**	**Location**	**Level**	**Location**
Accountability	Q1							Oahu: 83% NI: 59%
	Q2			Oahu: 53% NI: 65%		Oahu: 42% NI: 63%		
	Q3							
	Q4							

		Teachers		School Administrators		SASAs		District Administrators
Topic Area	Item	Location	Level	Location	Level	Location	Level	Location
Curriculum & Instruction	Q5							
	Q6							Oahu: 89% NI: 63%
	Q7		Elem: 49% Mid/Int: 33% HS: 24% Multi: 61%					
Communication	Q8				Elem: 67% Mid/Int: 48% HS: 53% Multi: 48%			
	Q9							Oahu: 65% NI: 37%
	Q10							
Administration	Q11							
	Q12							
	Q13							
	Q14							
	Q15							
Funding	Q16						Elem: 41% Mid/Int: 50% HS: 59% Multi: 52%	
	Q17							Oahu: 86% NI: 63%
	Q18				Elem: 72% Mid/Int: 52% HS: 54% Multi: 59%			

		Teachers		School Administrators		SASAs		District Administrators
Topic Area	**Item**	**Location**	**Level**	**Location**	**Level**	**Location**	**Level**	**Location**
	Q19	Oahu: 75% NI: 89%					Elem: 80% Mid/Int: 57% HS: 95% Multi: 83%	
Research & Development	Q20							
	Q21							
	Q22		Elem: 12% Mid/Int: 22% HS: 41% Multi: 44%		Elem: 28% Mid/Int: 42% HS: 41% Multi: 17%			
Policies & Rules	Q23							
	Q24							
	Q25							
	Q26					Oahu: 66% NI: 82%	Elem: 71% Mid/Int: 45% HS: 77% Multi: 79%	
School Environment	Q27							
	Q28							
	Q29			Oahu: 65% NI: 82%				
	Q30							

		Teachers		School Administrators		SASAs		District Administrators
Topic Area	**Item**	**Location**	**Level**	**Location**	**Level**	**Location**	**Level**	**Location**
Staffing	Q31							
	Q32					Oahu: 58% NI: 76%		
	Q33							Oahu: 91% NI: 63%
	Q34							
	Q35							
	Q36							
HCPS Implementation (Standards)	Q37							
	Q38						Elem: 51% Mid/Int: 33% HS: 62% Multi: 78%	
	Q39						Elem: 62% Mid/Int: 27% HS: 59% Multi: 44%	Oahu: 68% NI: 30%
	Q40						Elem: 54% Mid/Int: 19% HS: 57% Multi: 78%	
Student Performance	Q41							
	Q42							Oahu: 74% NI: 48%
	Q43				Elem: 65% Mid/Int: 56% HS: 82% Multi: 70%			
	Q44							

		Teachers		School Administrators		SASAs		District Administrators
Topic Area	**Item**	**Location**	**Level**	**Location**	**Level**	**Location**	**Level**	**Location**
	Q45							
Technology	Q46							Oahu: 60% NI: 27%
	Q47							Oahu: 69% NI: 27%
	Q48		Elem: 58% Mid/Int: 84% HS: 76% Multi: 50%	Oahu: 76% NI: 65%				Oahu: 77% NI: 48%
	Q49		Elem: 30% Mid/Int: 53% HS: 53% Multi: 38%					
	Q50							Oahu: 63% NI: 31%
	Q51						Elem: 79% Mid/Int: 52% HS: 59% Multi: 67%	

Note: Cell entries are the percent of respondents giving a rating of "Very Important."

[1] The Kruskal-Wallis one-way nonparametric ANOVA by ranks, with a conventional statistical significance level of $p < .05$, was used. Blank cells indicate item results that did not significantly vary with a given respondent background characteristic.

Text of survey items for Teacher, School Administrator, SASA, District Administrator, and State Administrator surveys

Accountability? ...Having everyone, including staff, parents, and those who make the rules, know their responsibilities and accept the consequences for their actions.

1. Clarifying who is responsible for what and to whom among Department staff (including school staff), parents, students, and community members?
2. Clarifying authority and responsibilities of School/Community-Based Management (SCBM) councils?
3. The use of content and performance standards to assess student learning?
4. The use of student outcomes to evaluate the performance of schools, teachers, and Department staff?

Curriculum and Instruction? ...Having what students should learn available to all and taught well.

5. Having a coherent, comprehensive, standards-based curriculum in all schools?
6. Equitable access for families and students to high quality education in all schools?
7. Instruction based on information about how well students are learning?

Communication? ...Making sure the exchange of information among schools, parents, and the public is open and clear.

8. Communication among the Department of Education, schools, parents and the general public?
9. How well the Department and Board present the goals, accomplishments, and shortcomings of the public schools to the legislature, parents, and the general public?
10. The advocacy of the Department and Board on behalf of public school children in Hawaii?

Effective Administration? ...How well Hawaii's public school system is run.

11. The Department's strategic planning?
12. The effectiveness of school plans so that they better support student learning?
13. State and district support, including training, for responsibilities that have been decentralized to the schools?

14. Training and professional development for school administrators, teachers, and state/district staff?

15. The Department's organizational climate?

Funding? ...Making sure that there is sufficient money and that it is spent properly.

16. Funding of the Board's budget priorities?

17. Funding for professional development?

18. Class size?

19. Distributing funds fairly to serve the needs of all students?

Research and development? ...Getting and using information to increase effectiveness of teaching, learning, and school operations.

20. Information available to identify and explain the differences between successful and unsuccessful programs or schools?

21. The use of student achievement as the primary criterion for evaluating the success of an academic program or curriculum?

22. Information on students and graduates to assess the adequacy of their preparation for continued education or work?

Policies and administrative rules? ...Having policies and rules that cover important needs and problems facing public education without imposing undue burden or "red tape."

23. Government policies, rules, and regulations so they are internally consistent and coherent?

24. Policies, rules, and regulations so they facilitate School/Community-Based Management (SCBM) and encourage participation by parents and the community?

25. Policies, rules, and regulations so they support standards-based reform?

26. Policies, rules and procedures by eliminating unnecessary or outdated regulations and red tape.

School environment? ...Where students can learn and grow in a safe, caring environment.

27. Students' safety and well-being, both physical and emotional?

28. School facilities to meet all applicable safety and health requirements?

29. The number and variety of school facilities to meet program and enrollment requirements?

30. School discipline policies and practices by simplifying and streamlining their implementation?

Staffing? ...Having well trained and competent teachers, principals, and other Department of Education employees.

31. The use of teachers' time so that non-instructional tasks do not interfere with teaching or preparation?

32. Teacher placements so that teachers are given assignments for which they are fully prepared?

33. Pre-service and inservice teacher training?

34. The adequacy and rigor of teacher evaluation?

35. The adequacy and rigor of school administrator selection, training, and evaluation?

36. The adequacy and rigor of state/district staff selection, training, and evaluation?

Hawaii Content and Performance Standards implementation? ...Where teachers, students, and parents all understand what students should know and be able to do at different grade levels.

37. The quality and clarity of the Hawaii Content and Performance Standards?

38. The training of teachers on how to use the Hawaii Content and Performance Standards for classroom instruction and assessment?

39. The public's understanding of what teachers should be teaching and students should be learning?

40. Support and funding for schools to implement the Hawaii Content and Performance Standards?

Student Performance? ...Judging our schools and school system by how well our students learn and behave.

41. Students' motivation to do their best work?

42. Students' preparation for continuing their education?

43. Students' preparation for the "world of work," including the learning of job readiness skills, good work habits, appearance, and punctuality?

44. The expectations we have for students' achievement and behavior?

45. The statewide testing program so that it is based on the Hawaii Content and Performance Standards?

Technology? ...Using computers, the Internet, and other electronic or technical tools to improve teaching, learning, and the management of the public schools.

46. The training of and assistance to teachers in acquiring and using technology to improve student learning?

47. The availability of computer hardware and software in the classroom?

48. The infrastructure support for upgraded technology (for example, electrical supply, telephone lines)?

49. The Department's student information system so that it meets both school and system needs?

50. The training of all staff on the use of technology in school and system operations?

51. The keeping of student records so they are consistent and comparable across all schools?

Summary of Statistically Significant[1] Variation in Item Response by Respondents' Background Characteristics, VoicePoll Surveys

(1) General Public VoicePoll (n = 1,403)

Primary role group?
Q1. What is your primary interest in public education?
Parent (44%); Educator (31%); Student (7%); Community (11%); Business (2%); Taxpayer (4%); Other (1%)

Current public school parent?
Q2. Do you have any children who now attend Hawaii public schools?
Yes (53%); No (47%)

Children that previously attended/graduated?
Q3. Do you have any children who once attended or graduated from Hawaii public schools?
Yes (44%); No (56%)

		Background Characteristic		
Topic Area	**Item**	**Primary role group?**	**Current public school parent?**	**Children that previously attended/ graduated?**
Accountability	*In a school system with strong accountability, everyone... including staff, parents, students and those who make the rules, knows their responsibilities and accepts both positive and negative consequences of their actions. How important is it to improve accountability in the Hawaii public schools?*	Parent: 71% Educator: 72% Student: 42% Community: 72% Taxpayer: 76%		
Communication	*A school system with open and clear communication shares information about all aspects of schooling, including school policy, how money is spent and what students are learning. How important is it to improve communication among schools, parents, and the public in the Hawaii public school system?*	Parent: 76% Educator: 66% Student: 64% Community: 69% Taxpayer: 73%	Yes: 75% No: 67%	
Administration	*In an effectively administered school system, sound decisions are made in a variety of areas, including student learning, adequate training for teachers and principals, how funds are allocated and how problems are addressed. How important is it to improve the administration of the Hawaii public school system?*	Parent: 72% Educator: 74% Student: 52% Community: 74% Taxpayer: 70%		

Funding	*A well funded school system provides sufficient money for classroom materials and activities, teacher salaries and building maintenance. How important is it to increase the amount of funding and improve the way funds are allocated in the Hawaii public schools?*	Parent: 72% Educator: 81% Student: 68% Community: 63% Taxpayer: 68%		
Research & Development	*The Hawaii public school system conducts ongoing research in areas such as effective school practices, program evaluation, and graduate follow-up. How important is it to increase research and development efforts?*		Yes: 31% No: 25 %	
Policies & Rules	*How important is it to streamline Hawaii public school policies and rules to better support teaching, learning and school operations?*	Parent: 51% Educator: 59% Student: 41% Community: 60% Taxpayer: 59%		
School Environment	*How important is it to improve the environment within Hawaii's public schools to ensure that they are safe, caring and supportive of students?*		Yes: 70% No: 63 %	
Staffing	*How important is it to improve the selection, training, and evaluation of teachers, principals and other Department of Education employees?*			
Standards	*Hawaii public schools have content and performance standards that spell out what students should know and be able to do at different grade levels. How important is it to improve teachers', students' and parents' understanding and implementation of these standards?*	Parent: 63% Educator: 50% Student: 58% Community: 62% Taxpayer: 53%	Yes: 60% No: 55 %	
Curriculum & Instruction	*In an effective school system, curriculum and instruction provide knowledge and skills that students need to reach current education standards and to be successful in the workplace and post secondary education. How important is it to improve the quality of the curriculum and instruction being provided in Hawaii public schools?*	Parent: 74% Educator: 60% Student: 62% Community: 71% Taxpayer: 61%	Yes: 74% No: 63 %	
	How important is it to provide high quality instruction to all students, no matter where they live?			
Student Performance	*School systems have a variety of ways to measure student performance, such as standardized testing, graduation rates and college entry rates. How important is it to raise the level of student performance in Hawaii public schools?*	Parent: 67% Educator: 57% Student: 52% Community: 72% Taxpayer: 66%		
	How important is it to provide even more ways to measure student performance?	Parent: 42% Educator: 51% Student: 40% Community: 42% Taxpayer: 47%		Yes: 50% No: 45%

324

325

Technology	*The Hawaii public school system uses computers, the Internet, and other electronic or technical tools to improve teaching, learning, and management of public schools. How important is it to increase the effective use of technology in the schools and in the system?*	Parent: 54% Educator: 50% Student: 71% Community: 53% Taxpayer: 49%	Yes: 58% No: 48 %	

Note: Cell entries are the percent of respondents giving a rating of "Very Important."

[1] The Kruskal-Wallis one-way nonparametric ANOVA by ranks, with a conventional statistical significance level of $p < .05$, was used. Blank cells indicate item results that did not significantly vary with a given respondent background characteristic.

[2] Due to the small numbers of respondents in the "Business" and "Other" subgroups (item Q1), the analysis for the role group membership characteristic was limited to the Parent, Educator, Student, Community, and Taxpayer subgroups only.

(2) Parent VoicePoll (n = 180)

Only one instance of statistically significant variation in item response by respondents' background characteristics was found on the Parent VoicePoll. For the item about technology, parents' rating of the extent that it is important to increase the effective use of technology in the schools and in the system varied significantly with the grade level in which their children were enrolled. The percent of parents giving "Very Important" ratings was 54% for those with children in grades K-6; 65% for those with children in both K-6 and 7-12 grade levels; and 73% for those with children in grades 7-12.

Summary of Composite Parent Group and Selected General Public Sub-Groups for Fixed-Response Items, VoicePoll Surveys

		% Rating "Very Important"[1]				
Topic Area	**Question**	**Parent[2] n = 731**	**Educator n = 431**	**Community n = 154**	**Student n = 100**	**Taxpayer n = 62**
Accountability	Q4.	71	73	72	45	76
Communication	Q5.	77	66	70	64	73
Administration	Q6.	73	74	75	54	71
Funding	Q7.	75	81	64	68	67
Research & Development	Q8.	32	25	27	35	23
Policies & Rules	Q9.	56	60	63	46	60
School Environment	Q10.	73	63	72	66	62
Staffing	Q11.	76	66	70	72	72
Standards	Q12.	64	51	62	60	54
Curriculum & Instruction	Q13. Quality	76	61	71	63	61
	Q14. Equity	82	80	82	74	72
Student Performance	Q15. Raise Level	68	57	73	54	66
	Q16. More Measures	46	52	43	41	48
Technology	Q17.	58	50	53	72	49

[1] "Very Important" was the scale anchor corresponding to the highest point of "6" on the 1 - 6 scale.

[2] A combined parent respondent group was formed from the VoicePoll Parent Survey (n = 180) and public school parent respondents to the VoicePoll General Public survey (n = 551). [The Kolmogorov-Smirnov two-sample test indicated that, except for one survey question (Q8), the two samples could be considered as statistically equivalent (using a rejection level of $p < .05$).]

Note: The Educator, Community, Student, and Taxpayer groups were formed based on responses to the General Public VoicePoll question "What is your primary interest in public education?" to which response options were Parent, Educator, Student, Community, Business, Taxpayer, and None of the Above (Other). Business and Other are not shown due to their small (less than 25) sample size.

Content Coding Framework for Scannable and VoicePoll Survey Open-Ended Items

CODE	CATEGORIES	EXAMPLES
A0	ACCOUNTABILITY: staff, parents, and policymakers know their responsibilities and accept the consequences for their actions.	
A1	• Holding people accountable for results	A1 "Demand, expect more of every teacher-administrator. Stress professionalism and accountability. Unless we expect more of ourselves, how can we expect more of students, parents & the community."
A2	• Using data to report progress	
A3	• Staff evaluation; hiring/firing	A3 "Rigorous administrator and teacher evaluation regularly."
A4	• Fiscal (use of funds and resources)	
A5	• *Parental accountability*	*A5 e.g., need to clarify parent's accountability, enforce it*
B0	CURRICULUM & INSTRUCTION: what students should learn is available to all	
B1	• Materials, equipment, & courses available to all students (equity)	B1 "a longer school day to allow music, language, art and physical education into every students' reach."
B2	• Assessment aligned with curriculum	
B3	• Accreditation, school improvement	
B4	• Curriculum quality	B4 "Encourage more academy-type programs & learning center program where success rates are positive & high."
B5	• Instructional practices	
C0	COMMUNICATION: the exchange of information among schools, parents, and the public is open and clear	
C1	• BOE & DOE advocacy for children	C1 " A dept. our size should have a large staff advocating for us. Instead, we get silence and public abuse no matter how hard we try.
C2	• Openness and clarity	C2 "... improve communication to all parties that have a vested interest in education"

CODE	CATEGORIES	EXAMPLES
D0	EFFECTIVE ADMINISTRATION: clear vision, planning, coherence, and effective coordination of effort	D0 "Priorities need to be made. The DOE keeps adding things to the school day which is already filled to capacity. Teachers need the time to teach the basics and to prepare. We have too many meetings during our prep time and long after."
D1	• Coherence & coordination of effort & process	
D2	• Clear vision & focus	D2 "We need to identify a few, specific goals/objectives and focus our efforts and resources on attaining those goals."
D3	• Putting authority with responsibility	
D4	• Work load allocation	D4 "Teachers are bogged down in too many committee meetings and have little time to prepare for classes."
D5	• Improve school support	
E0	FUNDING: sufficient money spent properly	
E1	• Lower class sizes (more teachers)	E1 "Number one is smaller class sizes at all levels. In the light of the behavioral Problems teachers face today, its not unreal to ask that no class have more than eighteen students."
E2	• Increased staffing (other than teachers)	E2 "Technicians are needed to trouble shoot all the computer problems."
E3	• Additional facilities	E3 "2) Upgrade older schools to meet the needs of 21st Century (electrical wiring, phones in classrooms, climate control- fans, at least)"
F0	RESEARCH & DEVELOPMENT: using information to increase effectiveness of teaching, learning, and school operations	F0 "Changes or new programs should be research based."
F1	• Accuracy & usefulness of system information	F1 "One computer system for all data!! Input & access through one source."
G0	GOVERNANCE, POLICIES, & ADMINISTRATIVE RULES: policies and rules that cover important needs and problems facing public education without imposing undue burden or "red tape"	G0 "Buy-in of policies & procedures is essential for the success of any program Simply "telling" staff and others impacted by such policies may gain attempts at mere compliance but without conviction it'll probably not be fully effected."
G1	• Flexibility and autonomy	G1 "Have less, broader based policies. Let the individual schools interpret how they can best be applied in their communities."
G2	• Unions	G2 "Redirect the energies of the teachers' union. Their function at present seems to be the perpetuation of teacher mediocrity."
G3	• SCBM	
G4	• Decentralize schools	
G5	• *Decentralized school system*	*G5 e.g., create independent country boards and school departments*

CODE	CATEGORIES	EXAMPLES
H0	SCHOOL ENVIRONMENT: a safe, caring environment for students	
H1	• Facilities (e.g., safety, sanitation, quality)	H1 "Repair and maintain physical facilities to make them prides of their communities.
H2	• Security (freedom from threat or hazard)	
H3	• Student discipline	H3 "A crystal clear understanding about exactly what "danger to self and others" means, and swift removal of these students to high quality alternate learning programs (including special needs students)."
H4	• Parent participation	
H5	• *Student uniforms*	*H5 e.g., students should wear uniforms*
I0	STAFFING: well trained and competent teachers, principals, and other employees--school, state, & district	
I1	• Quality and motivation	I3 " Improving the quality of teaching. We have teachers who don't really teach or facilitate learning. We also have teachers who don't follow curricular plans because they don't fit what the teachers want to do..."
I2	• Preservice training (includes principal cohort)	I2 "Better administrative training program-one that encourages innovative, creative thinkers, not one that expects all to fit the same mode-listen, follow directions..."
I2a	• *Inservice training, staff development*	
I3	• Types of positions needed	I3 "We should fill our regular teaching positions before the special coordinating positions."
I4	• *Staff selection, assignment*	
J0	HCPS IMPLEMENTATION: teachers, students, and parents all understand what students should know and be able to do at different grade levels	J0 "The Hawaii Content & Performance Standards are vague and not user friendly for teachers. Aligning the standards tires us. We feel like we're doing repeat work that doesn't benefit us directly. "
K0	STUDENT PERFORMANCE: judging schools and the system by how well our students learn and behave	K0 "Student attendance should be addressed. If students are not in school, they can't benefit from their teachers."
K1	• Raise expectations for students	K1 "Redirecting efforts to insure that our students are truly literate - too many students are falling through the cracks in our system."
K2	• More or better measures of student learning	K2 "Performance based assessments in addition to standardized tests. Must directly tie into content and performance standards."

CODE	CATEGORIES	EXAMPLES
L0	TECHNOLOGY: using computers, the Internet, and other electronic or technical tools to improve teaching, learning, and the management of the public schools	L0 "Every school needs a computer lab, not a make shift room to house computer or sharing space in the library."
M0	EQUITY, FAIRNESS & ETHICS:	
M1	- Special education, Felix	M1 "We need to concentrate on the average child. They are missing out. We provide too much for Sp. Ed. children and GT students. Some of the demands the Sp. Ed. students (families) make are getting out of hand. All children should be provided for EQUALLY."
M2	- Other issues	M2 "Some form of alternate learning for those students who choose NOT to participate in the learning process, but choose consistently to disrupt well prepared lessons in the classrooms and thus robbing others as well as themselves of quality education."
N0	ORGANIZATIONAL CLIMATE	
N1	- Aloha spirit	
N2	- Staff morale/*attitudes*	N2 "Please find a way to keep the Aloha Spirit alive in our Department. Mahalo!" N2 "Creating an attitude within our department that celebrates the positive accomplishments of hard working employees. There is a lack of pride in being a part of the D.O.E."
O	Other	O Comments not otherwise categorized
P	*School scheduling; lengthen school day, year*	*e.g., match school schedule to parents' work (business hours) schedule*

Note: The content codes for the VoicePolls (Parent, General Public) were expanded slightly from the set used for the scannable surveys (Teachers, School Administrators, SASAs, District Administrators, State Administrators, Students). The additional content codes used for the VoicePoll surveys were the following:

A5	Parental accountability [addition]
G5	Decentralize school system [addition]
H5	Student uniforms [addition]
I2a	Inservice training, staff development [addition]
I4	Staff selection, assignment [addition]
N2	Staff morale/attitudes [expansion]
P	School scheduling; lengthen school day, year [addition]

Summary Tabulation of Content Analysis Results for Open-Ended Items, All Surveys

CODE	CATEGORIES	EXAMPLES	Teachers	School Admin	SASAs	District/ State Admin	Students	Parents	General Public
A0	ACCOUNTABILITY: staff, parents, and policymakers know their responsibilities and accept the consequences for their actions.		12.7%	10.5%	18.2%	17.3%	2.1%	8.9%	12.3%
A1	• Holding people accountable for results	A1 "Demand, expect more of every teacher-administrator. Stress professionalism and accountability. Unless we expect more of ourselves, how can we expect more of students, parents & the community."							
A2	• Using data to report progress								
A3	• Staff evaluation; hiring/firing	A3 "Rigorous administrator and teacher evaluation regularly."							
A4	• Fiscal (use of funds and resources)								
A5	• *Parental accountability*	*A5 e.g., need to clarify parent's accountability, enforce it*							
B0	CURRICULUM & INSTRUCTION: what students should learn is available to all		5.6%	5.6%	3.7%	8.7%	15.8%	16.1%	12.5%
B1	• Materials, equipment, & courses available to all students (equity)	B1 "a longer school day to allow music, language, art and physical education into every students' reach."							
B2	• Assessment aligned with curriculum								
B3	• Accreditation, school improvement								
B4	• Curriculum quality	B4 "Encourage more academy-type programs & learning center program where success rates are positive & high."							
B5	• Instructional practices								
C0	COMMUNICATION: the exchange of information among schools, parents, and the public is open and clear		1.6%	2.8%	4.1%	5.2%	2.7%	2.4%	3.5%
C1	• BOE & DOE advocacy for children	C1 " A dept. our size should have a large staff advocating for us. Instead, we get silence and public abuse no matter how hard we try.							
C2	• Openness and clarity	C2 "... improve communication to all parties that have a vested interest in education"							

CODE	CATEGORIES	EXAMPLES	Teachers	School Admin	SASAs	District/ State Admin	Students	Parents	General Public
D0	EFFECTIVE ADMINISTRATION: clear vision, planning, coherence, and effective coordination of effort	D0 "Priorities need to be made. The DOE keeps adding things to the school day which is already filled to capacity. Teachers need the time to teach the basics and to prepare. We have too many meetings during our prep time and long after."	10.1%	12.3%	7.1%	20.2%	1.2%	4.0%	4.9%
D1	• Coherence & coordination of effort & process								
D2	• Clear vision & focus	D2 "We need to identify a few, specific goals/objectives and focus our efforts and resources on attaining those goals."							
D3	• Putting authority with responsibility								
D4	• Work load allocation	D4 "Teachers are bogged down in too many committee meetings and have little time to prepare for classes."							
D5	• Improve school support								
E0	FUNDING: sufficient money spent properly		28.4%	15.8%	13.8%	6.9%	16.4%	10.5%	14.3%
E1	• Lower class sizes (more teachers)	E1 "Number one is smaller class sizes at all levels. In the light of the behavioral Problems teachers face today, its not unreal to ask that no class have more than eighteen students."							
E2	• Increased staffing (other than teachers)	E2 "Technicians are needed to trouble shoot all the computer problems."							
E3	• Additional facilities	E3 "... Upgrade older schools to meet the needs of 21st Century (electrical wiring, phones in classrooms, climate control- fans, at least)"							
F0	RESEARCH & DEVELOPMENT: using information to increase effectiveness of teaching, learning, and school operations	F0 "Changes or new programs should be research based."	0.3%	0.9%	1.5%	0.6%	0.1%	0.0%	0.2%
F1	• Accuracy & usefulness of system information	F1 "One computer system for all data!! Input & access through one source."							
G0	GOVERNANCE, POLICIES, & ADMINISTRATIVE RULES: policies and rules that cover important needs and problems facing public education without imposing undue burden or "red tape"	G0 "Buy-in of policies & procedures is essential for the success of any program Simply "telling" staff and others impacted by such policies may gain attempts at mere compliance but without conviction it'll probably not be fully effected."	6.1%	11.1%	15.2%	9.5%	1.1%	5.7%	11.0%
G1	• Flexibility and autonomy	G1 "Have less, broader based policies. Let the individual schools interpret how they can best be applied in their communities."							
G2	• Unions	G2 "Redirect the energies of the teachers' union. Their function at present seems to be the perpetuation of teacher mediocrity."							
G3	• SCBM								
G4	• Decentralize schools								
G5	• *Decentralized school system*	*G5 e.g., create independent country boards and school departments*							

CODE	CATEGORIES	EXAMPLES	Teachers	School Admin	SASAs	District/ State Admin	Students	Parents	General Public
H0	SCHOOL ENVIRONMENT: a safe, caring environment for students		4.8%	4.5%	7.1%	2.6%	16.6%	12.9%	8.6%
H1	- Facilities (e.g., safety, sanitation, quality)	H1 "Repair and maintain physical facilities to make them prides of their communities.							
H2	- Security (freedom from threat or hazard)								
H3	- Student discipline	H3 "A crystal clear understanding about exactly what "danger to self and others" means, and swift removal of these students to high quality alternate learning programs (including special needs students)."							
H4	- Parent participation								
H5	- *Student uniforms*	*H5 e.g., students should wear uniforms*							
I0	STAFFING: well trained and competent teachers, principals, and other employees--school, state, & district		9.3%	11.1%	17.1%	13.3%	16.2%	9.7%	11.2%
I1	- Quality and motivation	I1 " Improving the quality of teaching. We have teachers who don't really teach or facilitate learning. We also have teachers who don't follow curricular plans because they don't fit what the teachers want to do..."							
I2	- Preservice training (includes principal cohort)	I2 "Better administrative training program-one that encourages innovative, creative thinkers, not one that expects all to fit the same mode-listen, follow directions..."							
I2a	- *Inservice training, staff development*								
I3	- Types of positions needed	I3 "We should fill our regular teaching positions before the special coordinating positions."							
I4	- *Staff selection, assignment*								
J0	HCPS IMPLEMENTATION: teachers, students, and parents all understand what students should know and be able to do at different grade levels	J0 "The Hawaii Content & Performance Standards are vague and not user friendly for teachers. Aligning the standards tires us. We feel like we're doing repeat work that doesn't benefit us directly. "	2.4%	6.9%	1.1%	2.6%	0.0%	4.8%	1.8%
K0	STUDENT PERFORMANCE: judging schools and the system by how well our students learn and behave	K0 "Student attendance should be addressed. If students are not in school, they can't benefit from their teachers."	2.4%	2.8%	1.5%	4.0%	2.8%	5.7%	4.0%
K1	- Raise expectations for students	K1 "Redirecting efforts to insure that our students are truly literate - too many students are falling through the cracks in our system."							
K2	- More or better measures of student learning	K2 "Performance based assessments in addition to standardized tests. Must directly tie into content and performance standards."							

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CODE	CATEGORIES	EXAMPLES	Teachers	School Admin	SASAs	District/ State Admin	Students	Parents	General Public
L0	TECHNOLOGY: using computers, the Internet, and other electronic or technical tools to improve teaching, learning, and the management of the public schools	L0 "Every school needs a computer lab, not a make shift room to house computer or sharing space in the library."	4.8%	0.9%	2.6%	0.6%	8.4%	0.0%	1.3%
M0 M1 M2	EQUITY, FAIRNESS & ETHICS: • Special education, Felix • Other issues	M1 "We need to concentrate on the average child. They are missing out. We provide too much for Sp. Ed. children and GT students. Some of the demands the Sp. Ed. students (families) make are getting out of hand. All children should be provided for EQUALLY." M2 "Some form of alternate learning for those students who choose NOT to participate in the learning process, but choose consistently to disrupt well prepared lessons in the classrooms and thus robbing others as well as themselves of quality education."	8.0%	5.8%	3.3%	0.9%	1.5%	11.3%	6.4%
N0 N1 N2	ORGANIZATIONAL CLIMATE • Aloha spirit • Staff morale/*attitudes*	N1 "Please find a way to keep the Aloha Spirit alive in our Department. Mahalo!" N2 "Creating an attitude within our department that celebrates the positive accomplishments of hard working employees. There is a lack of pride in being a part of the D.O.E."	2.4%	1.5%	2.6%	1.7%	0.9%	1.6%	1.9%
O	Other	O Comments not otherwise categorized	1.3%	7.6%	1.1%	5.8%	14.2%	6.5%	4.7%
P	*School scheduling; lengthen school day, year*	*e.g., match school schedule to parents' work (business hours) schedule*	n/a	n/a	n/a	n/a	n/a	0.0%	1.6%
		Total Number of "Mentions"	377	684	269	346	1,351	124	1,732

Notes:

- Across all survey groups, a total of 2,436 respondents provided comments to the open-ended items. The content analysis tabulated "mentions," i.e., a given comment can generate multiple mentions, each of which was coded according to the categories shown above.
- Additional VoicePoll category codes (presented in Italics above) were not used in the content analyses of the written surveys.

A5	Parental accountability [addition]
G5	Decentralize school system [addition]
H5	Student uniforms [addition]
I2a	Inservice training, staff development [addition]
I4	Staff selection, assignment [addition]
N2	Staff morale/attitudes [expansion]
P	School scheduling; lengthen school day, year [addition]

Comprehensive Needs Assessment
Teacher Survey

Where is your school located?
- ○ Honolulu District
- ○ Central District
- ○ Leeward District
- ○ Windward District
- ○ Hawaii District
- ○ Maui District
- ○ Kauai District

PLEASE USE NO. 2 PENCIL
RIGHT
WRONG

- Use a No. 2 pencil only
- Fill in bubble completely
- Erase completely to change
- Do not fold or staple

What type is your school?
- ○ Elementary
- ○ Middle/Intermediate
- ○ High
- ○ Multi-Grade (K-8, K-12, 7-12)

The following are things about the Hawaii public school system that need improvement. Please tell us where we need to put most effort.

How important is it to improve...

	Very Important	Important	Somewhat Important	Not Important	Don't know
Accountability? ... Having everyone, including staff, parents, and those who make the rules, know their responsibilities and accept the consequences for their actions.					
1. Clarifying who is responsible for what and to whom among Department staff (including school staff), parents, students, and community members?	○	○	○	○	○
2. Clarifying authority and responsibilities of School/Community-Based Management (SCBM) councils?	○	○	○	○	○
3. The use of content and performance standards to assess student learning?	○	○	○	○	○
4. The use of student outcomes to evaluate the performance of schools, teachers, and Department staff?	○	○	○	○	○
Curriculum and Instruction? ... Having what students should learn available to all and taught well.					
5. Having a coherent, comprehensive, standards-based curriculum in all schools?	○	○	○	○	○
6. Equitable access for families and students to high quality education in all schools?	○	○	○	○	○
7. Instruction based on information about how well students are learning?	○	○	○	○	○
Communication? ... Making sure the exchange of information among schools, parents, and the public is open and clear.					
8. Communication among the Department of Education, schools, parents, and the general public?	○	○	○	○	○
9. How well the Department and Board present the goals, accomplishments, and shortcomings of the public schools to the legislature, parents, and the general public?	○	○	○	○	○
10. The advocacy of the Department and Board on behalf of public school children in Hawaii?	○	○	○	○	○

346

1-10/98

Please turn over

How important is it to improve...	Very Important	Important	Somewhat Important	Not Important	Don't know
Effective Administration? ... How well Hawaii's public school system is run.					
11. The Department's strategic planning?	○	○	○	○	○
12. The effectiveness of school plans so that they better support student learning?	○	○	○	○	○
13. State and district support, including training, for responsibilities that have been decentralized to the schools?	○	○	○	○	○
14. Training and professional development for school administrators, teachers, and state/district staff?	○	○	○	○	○
15. The Department's organizational climate?	○	○	○	○	○
Funding? ... Making sure that there is sufficient money and that it is spent properly.					
16. Funding of the Board's budget priorities?	○	○	○	○	○
17. Funding for professional development?	○	○	○	○	○
18. Class size?	○	○	○	○	○
19. Distributing funds fairly to serve the needs of all students?	○	○	○	○	○
Research and development? ... Getting and using information to increase effectiveness of teaching, learning, and school operations.					
20. Information available to identify and explain the differences between successful and unsuccessful programs or schools?	○	○	○	○	○
21. The use of student achievement as the primary criterion for evaluating the success of an academic program or curriculum?	○	○	○	○	○
22. Information on students and graduates to assess the adequacy of their preparation for continued education or work?	○	○	○	○	○
Policies and administrative rules? ... Having policies and rules that cover important needs and problems facing public education without imposing undue burden or "red tape."					
23. Government policies, rules, and regulations so they are internally consistent and coherent?	○	○	○	○	○
24. Policies, rules, and regulations so they facilitate School/Community-Based Management (SCBM) and encourage participation by parents and the community?	○	○	○	○	○
25. Policies, rules, and regulations so they support standards-based reform?	○	○	○	○	○
26. Policies, rules, and procedures by eliminating unnecessary or outdated regulations and red tape.	○	○	○	○	○

How important is it to improve...	Very Important	Important	Somewhat Important	Not Important	Don't Know
School environment? ... Where students can learn and grow in a safe, caring environment.					
27. Students' safety and well-being, both physical and emotional?	○	○	○	○	○
28. School facilities to meet all applicable safety and health requirements?	○	○	○	○	○
29. The number and variety of school facilities to meet program and enrollment requirements?	○	○	○	○	○
30. School discipline policies and practices by simplifying and streamlining their implementation?	○	○	○	○	○
Staffing? ... Having well trained and competent teachers, principals, and other Department of Education employees.					
31. The use of teachers' time so that non-instructional tasks do not interfere with teaching or preparation?	○	○	○	○	○
32. Teacher placements so that teachers are given assignments for which they are fully prepared?	○	○	○	○	○
33. Pre-service and inservice teacher training?	○	○	○	○	○
34. The adequacy and rigor of teacher evaluation?	○	○	○	○	○
35. The adequacy and rigor of school administrator selection, training, and evaluation?	○	○	○	○	○
36. The adequacy and rigor of state/district staff selection, training, and evaluation?	○	○	○	○	○
***Hawaii Content and Performance Standards* implementation? ... Where teachers, students, and parents all understand what students should know and be able to do at different grade levels.**					
37. The quality and clarity of the *Hawaii Content and Performance*	○	○	○	○	○
38. The training of teachers on how to use the *Hawaii Content and Performance Standards* for classroom instruction and assessment?	○	○	○	○	○
39. The public's understanding of what teachers should be teaching and students should be learning?	○	○	○	○	○
40. Support and funding for schools to implement the *Hawaii Content and Performance Standards*?	○	○	○	○	○
Student Performance? ... Judging our schools and school system by how well our students learn and behave.					
41. Students' motivation to do their best work?	○	○	○	○	○
42. Students' preparation for continuing their education?	○	○	○	○	○
43. Students' preparation for the "world of work," including the learning of job readiness skills, good work habits, appearance, and punctuality?	○	○	○	○	○
44. The expectations we have for students' achievement and behavior?	○	○	○	○	○
45. The statewide testing program so that it is based on the *Hawaii Content and Performance Standards*?	○	○	○	○	○

Please turn over

How important is it to improve...

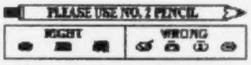
Technology? ... Using computers, the internet, and other electronic or technical tools to improve teaching, learning, and the management of the public schools.

	Very Important	Important	Somewhat Important	Not Important	Don't Know
46. The training of and assistance to teachers in acquiring and using technology to improve student learning?	○	○	○	○	○
47. The availability of computer hardware and software in the classroom?	○	○	○	○	○
48. The infrastructure support for upgraded technology (for example, electrical supply, telephone lines)?	○	○	○	○	○
49. The Department's student information system so that it meets both school and system needs?	○	○	○	○	○
50. The training of all staff on the use of technology in school and system operations?	○	○	○	○	○
51. The keeping of student records so they are consistent and comparable across all schools?	○	○	○	○	○

52. What changes do you believe would have the greatest impact in improving the Hawaii public school system? ***Please answer in the box below.***

Comprehensive Needs Assessment
Student Survey

School Code
☐
☐
☐



- Use a No. 2 pencil only
- Fill in bubble completely
- Erase completely to change
- Do not fold or staple

In what grade level are you?
Grade 9 ○
Grade 10 ○
Grade 11 ○
Grade 12 ○

The following are things about the Hawaii public school system that need improvement. Please tell us where we need to put most effort.

How important is it to improve...

	Very Important	Important	Somewhat Important	Not Important	Don't Know
1. **Accountability?** ... Having everyone, including staff, parents, and those who make the rules, know their responsibilities and accept the consequences for their actions.	○	○	○	○	○
2. **Curriculum and Instruction?** ... Having what students should learn available to all and taught well.	○	○	○	○	○
3. **Communication?** ... Making sure the exchange of information among schools, parents, and the public is open and clear.	○	○	○	○	○
4. **Effective Administration?** ... How well Hawaii's public school system is run.	○	○	○	○	○
5. **Funding?** ... Making sure that there is sufficient money and that it is spent properly.	○	○	○	○	○
6. **Research and development?** ... Getting and using information to increase effectiveness of teaching, learning, and school operations.	○	○	○	○	○
7. **Policies and administrative rules?** ... Having policies and rules that cover important needs and problems facing public education without imposing undue burden or "red tape."	○	○	○	○	○
8. **School environment?** ... Where students can learn and grow in a safe, caring environment.	○	○	○	○	○
9. **Staffing?** ... Having well trained and competent teachers, principals, and other Department of Education employees.	○	○	○	○	○
10. ***Hawaii Content and Performance Standards* implementation?** ... Where teachers, students, and parents all understand what students should know and be able to do at different grade levels.	○	○	○	○	○
11. **Student performance?** ... Judging our schools and school system by how well our students learn and behave.	○	○	○	○	○
12. **Technology?** ... Using computers, the Internet, and other electronic or technical tools to improve teaching, learning, and the management of the public schools.	○	○	○	○	○

Please turn over

13. What changes do you believe would have the greatest impact in improving the Hawaii public school system? *Please answer in the box below.*

351

Short Form Comprehensive Needs Assessment Survey(s)

PARENTS SURVEY

Welcome to the VoicePoll survey for the Hawaii Public Schools.
This poll of public school parents is part of a comprehensive needs assessment directed by school superintendent Paul LeMahieu. You will be asked how important it is to make improvements in several different areas. Your opinions are very important as we begin to address problems in the school system and make changes that will lead to lasting improvement in student learning. This survey takes about 5 minutes.

Please follow the directions and use your telephone keypad to record your confidential responses. **You may respond at any time during the question or answer choices. If you need more time....Questions will repeat if not answered.**

To begin....
Q1
In what grade levels are your children currently enrolled in Hawaii public schools?
If you have children in Kindergarten through grade 6 only, press 1
If you have children in grade 7 through grade 12 only, press 2
If you have children in both levels, press 3

Q2
Do you also have children who are attending or previously attended private schools?
If yes, press 1
If no, press 2

Q3
Do you have any children who will be starting school in the next 5 years?
If yes, press 1
If no, press 2

The next set of questions asks you to rate the importance of various school improvement efforts. Please respond to the following questions using a scale of 1 to 6, with 1 meaning not important and 6 meaning very important. If you have no opinion, Press 7.

Q4
In a school system with strong accountability, everyone... including staff, parents, students and those who make the rules, knows their responsibilities and accepts both positive and negative consequences of their actions. How important is it to improve accountability in the Hawaii public schools?
Press 1 for not important up through 6 for very important, press 7 for no opinion

Q5

A school system with open and clear communication shares information about all aspects of schooling, including school policy, how money is spent and what students are learning. How important is it to improve communication among schools, parents, and the public in the Hawaii public school system?

Press 1 for not important up through 6 for very important, press 7 for no opinion

Q6

In an effectively administered school system, sound decisions are made in a variety of areas, including student learning, adequate training for teachers and principals, how funds are allocated and how problems are addressed. How important is it to improve the administration of the Hawaii public school system?

Press 1 for not important up through 6 for very important, press 7 for no opinion

Q7

A well funded school system provides sufficient money for classroom materials and activities, teacher salaries and building maintenance. How important is it to increase the amount of funding and improve the way funds are allocated in the Hawaii public schools?

Press 1 for not important up through 6 for very important, press 7 for no opinion

Q8

The Hawaii public school system conducts ongoing research in areas such as effective school practices, program evaluation, and graduate follow-up. How important is it to increase research and development efforts?

Press 1 for not important up through 6 for very important, press 7 for no opinion

Q9

How important is it to streamline Hawaii public school policies and rules to better support teaching, learning and school operations?

Press 1 for not important up through 6 for very important, press 7 for no opinion

Q10

How important is it to improve the environment within Hawaii's public schools to ensure that they are safe, caring and supportive of students?

Press 1 for not important up through 6 for very important, press 7 for no opinion

Q11

How important is it to improve the selection, training, and evaluation of teachers, principals and other Department of Education employees?

Press 1 for not important up through 6 for very important, press 7 for no opinion

Please remember that you may answer at any time during the question or answer choices. Questions will repeat if not answered.

Q12

Hawaii public schools have content and performance standards that spell out what students should know and be able to do at different grade levels. How important is it to improve teachers', students' and parents' understanding and implementation of these standards?
Press 1 for not important up through 6 for very important, press 7 for no opinion

Q13
In an effective school system, curriculum and instruction provide knowledge and skills that students need to reach current education standards and to be successful in the workplace and post secondary education. How important is it to improve the quality of the curriculum and instruction being provided in Hawaii public schools?
Press 1 for not important up through 6 for very important, press 7 for no opinion

Q14
How important is it to provide high quality instruction to all students, no matter where they live?
Press 1 for not important up through 6 for very important, press 7 for no opinion

Q15
School systems have a variety of ways to measure student performance, such as standardized testing, graduation rates and college entry rates. How important is it to raise the level of student performance in Hawaii public schools?
Press 1 for not important up through 6 for very important, press 7 for no opinion

Q16
How important is it to provide even more ways to measure student performance?
Press 1 for not important up through 6 for very important, press 7 for no opinion

Q17
The Hawaii public school system uses computers, the Internet, and other electronic or technical tools to improve teaching, learning, and management of public schools. How important is it to increase the effective use of technology in the schools and in the system?
Press 1 for not important up through 6 for very important, press 7 for no opinion

Q18
This last question asks you to record a voice message.
What changes do you believe would have the greatest impact in improving the Hawaii public school system?
Press 1 to record your answer
Press 2 to exit the poll

Thank you for your time. The results of this poll will be used to set priorities and goals for improvement in the public schools. We appreciate your cooperation and value your opinions. You will receive a summary of the parent survey results within the next two months. Thank you.

Appendix C: Focus Groups and Individual Interviews

Table of Contents

Numerical Summary, Focus Groups and Individual Interviews C - 1

Description of Focus Groups C - 3

Description of the 12 Need Areas Used as Focus of Discussion C - 4

Interviews, Areas Selected as Priority Need by Type of Group and Agencies C - 6

Connections Among Need Areas, Group Interviews C - 8

Numerical Summary
Focus Group and Individual Interviews

Numerical Information:

- 257 - Total Number of Participants
- 22 - Number of Focus Group Interviews
- 8 - Number of Individual Interviews

Group Interviews:

- 3 Parent Groups
    - State Parent-Teacher-Student Association
    - Oahu Military Parents
    - East Hawaii Parents - All School Levels
- 5 School Community Groups
    - Advisory Group of Hawaiian Language Immersion
    - High School SCBM
    - Intermediate SCBM
    - Elementary SCBM
    - Community Children's Council of Hana
- 2 School Administration Groups
    - Union- HGEA
    - School Principals-All Districts
- 2 System Level Groups
    - State School Renewal Specialists
    - Complex-District Teachers & Specialists
- 4 Teacher Education Groups
    - COE, UH Manoa Faculty
    - COE, UH Manoa Post Degree Students
    - Education, BYUH Faculty & Students
    - Education, Chaminade University Faculty & Students
- 1 Professional Educational Coalition
- 1 Higher Education Liberal Arts Faculty Group

Individual Interviews

- 6 State Agency Directors-Heads
  - Department of Health, Department of Labor, Attorney General
  - Budget & Finance, Department of Human Services
  - Department of Accounting and General Services

  2 Community Education Agency Directors-Heads
  - Hawaii Association of Independent Schools

  - Hawaii Community Foundations

Rev. 12/5/98

DESCRIPTIONS OF FOCUS GROUP	No.
1. **Parent**: Parent Teacher Student Association State Board - All Islands and Districts	25
2. **Parent**: Military Oahu	14
3. **Parent**: East Hawaii Parents from 5 Schools all Levels	9
1. **School Community**: Hawaiian Language Immersion Advisory Board - All Islands	20
2. **School Community:** High School SCBM Rural & Low Income	12
3. **School Community:** Intermediate SCBM Suburban Middle Income	14
4. **School Community:** Elementary SCBM Sururban Middle Income	19
5. **School Community:** Hana CCC	7
1. **Teacher Education**: UH, Manoa COE Faculty	10
2. **Teacher Education:** Chaminade University Education Faculty & Student Teachers	7
3. **Teacher Education:** Brigham Young University Hawaii, Education Faculty &Students	7
4. **Teacher Education** : UH, Manoa, COE Post Degree Students	12
1. **Community-Business**: Molokai Economic Zone Group	12
2. **Community-Business:** Leeward Coast -Waianae Community Group	9
3. **Community-Business:** East Hawaii Business/Professional Group	9
4. **Community-Business:** Business Round Table/Education Committee	9
1. **School Administrators:** HGEA Unit 06 Board	9
2. **School Administrators:** Principals from all Districts and All School Levels	12
1. **System Level:** School Renewal Group- Education Specialists & Resource Teachers	7
2. **System Level:** Complex School Renewal Specialists & Resource Teachers	10
1. **Professional Educational Organizations Coalition:** 8 professional organizations	8
2. **Higher Education Liberal Arts:** UH, Manoa Arts & Sciences Faculty	8
Total Number of Focus Groups: 22 Total No.	249
1. State Agencies Heads/Directors (Individual Interviews)	6
2. Community Agencies Directors (Individual Interviews)	2
Overall Total	257

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Description of the 12 Need Areas Used as Focus of Discussion

Accountability:
Having everyone - staff, parents, and policy makers (those who make the rules) - know their responsibilities, take responsible actions for improvement, and accept consequences for their decisions and actions.

Administration:
How well Hawaii's public school system is run, which includes a clear vision and plan to promote coherence of effort among all concerned with public education.

Communication:
Making sure the exchange of information among schools, parents, the school system, and the public is open and clear.

Curriculum & Instruction:
Having materials, equipment, and courses available to all students and having all students taught by competent and caring teachers so that all students achieve HCPS.

Funding & Resources:
Making sure that funding and resources are sufficient and that they are properly spent or used.

Hawaii Content and Performance Standards (HCPS) Implementation:
Having all our teachers, students, parents, and community understand and use HCPS, that is, what students should know and be able to do at different grade levels.

Student Performance, Assessment, & Evaluation:
Judging our schools and school system by how well our students learn what they should know and be able to do (HCPS), and by student behavior.

School & System Environment:
Having a safe, caring, and supportive environment in which students and staff can learn and grow.

Staff:
Having well trained and competent teachers, principals and other Department of Education employees.

Policies and Rules:
Having policies and rules that enable the schools and the system to meet important educational needs and solve problems without imposing undue burden and "red tape."

Technology:
Using computers, the Internet, and other electronic/technical tools to improve teaching, learning, & system administration.

Research & Development:

Getting and using information that increase effective decision-making and planning about instruction and learning, as well as about school and system operations.

Selection of Priority Areas for Discussion

Each group selected three areas to discuss as their top priority. In eleven or half the groups, two or more need areas tied for the top three. In these instances, all were discussed if time permitted. For the individual interviews, the topics discussed were categorized into their corresponding need area.

In the matrix which follows, the 22 groups and 8 individuals are listed in the far left column and the 12 need areas are listed across the top. The check mark (✓) indicates which need areas were selected as the priority for each focus groups and individuals. The numbers in the last row of the matrix are the sums of all the groups and individuals showing the relative importance or priority of the need area.

Connections Among Need Areas

The second matrix illustrates the connections among the various need areas. This matrix should be read only horizontally and not up and down. Take Accountability as an example. The ✘ means that Accountability was discussed by the groups that selected it as a priority area; the ✔ means that issues and problems concerning Accountability were also discussed by groups that selected Administration, Curriculum & Instruction, Funding & Resources, Policy & Rules, School & System Environment, Staff, and Student Performance, Assessment & Evaluation. The shaded cells mean that Accountability was not noted by groups which selected those need areas. Thus, Accountability was not discussed by the groups who picked Communication, HCPS, Research & Development, and Technology (but note that no group selected Technology!).

Interviews

Areas Selected as Priority Need by Type of Group and Agencies

Type of Focus Group	HCPS Implem	Curric & Instruc	Stud Perf, Assmt,Evl	Sch Systm Envrmnt	Staff	Admin	Pol & Regs	Commun	Technol	Fund - Res.	R & D	Acctbity
Parent: PTSA Brd.	✓	✓		✓						✓		✓
Parent: Military	✓	✓	✓									
Parent: East Hawaii		✓		✓						✓		✓
Sch Community: Haw. Lang. Immersion Adv.		✓						✓		✓		✓
Sch. Community: HS/ SCBM		✓		✓	✓							
Sch. Community: Inter/SCBM				✓						✓		✓
Sch. Community: Elem./SCBM		✓		✓	✓					✓		
Sch. Community: Hana CCC		✓			✓					✓		
Teacher Ed: UH COE Faculty		✓			✓						✓	
Teacher Ed: Chaminade Ed. Faculty				✓	✓			✓				
Teacher Ed: BYU Ed. Faculty		✓	✓		✓					✓		
Teacher Ed: Post Degree COE UH Students					✓		✓					✓

Type of Focus Group	HCPS Implem	Curric & Instruc	Stud Perf, Assmt,Evl	Sch Systm Envrmnt	Staff	Admin	Pol & Regs	Commun	Technol	Fund - Res.	R & D	Acctblty
Community-Business: Molokai EZ		✓		✓	✓					✓		
Community-Business: Leeward Coast				✓	✓					✓		✓
Community-Business: East Hawaii		✓		✓	✓	✓						
Community-Business: Bus. Rd. Table			✓		✓							✓
Ed. Officers: HGEA Board						✓	✓			✓		
Principals: All Districts		✓		✓	✓	✓						
System Level: SRG Ed. Spec/RT.		✓			✓	✓						✓
System Level: SR Spec / RT/Maui EO		✓	✓	✓	✓							
Prof. Ed. Coalition: 8 from Lit. Hui		✓			✓							✓
Higher Ed Liberal Arts: UH Faculty				✓	✓			✓		✓		
Sub-Total	2	15	4	12	16	4	2	3	0	11	1	9
State Agencies: 6				✓	✓	✓			✓	✓		✓
Community Agencies: 2		✓		✓	✓	✓	✓					✓
Overall TOTAL	2	16	4	14	18	6	3	3	1	12	1	11

Connections Among Need Areas
Group Interviews

SELECTED	Acct'y.	Admin.	Comm.	C&I	F&R	HCPS	P&R	R&D	SSE	Staff	SPAE	Tech.	Total # of Areas
Acct'y.	✗	✓		✓	✓		✓		✓	✓	✓		8
Admin.	✓	✗		✓	✓			✓	✓	✓	✓		8
Comm.	✓	✓	✗		✓				✓				5
C&I	✓			✗					✓				3
F&R	✓			✓	✗		✓		✓	✓			6
HCPS	✓			✓		✗				✓			4
P&R	✓	✓		✓	✓		✗		✓	✓			7
R&D		✓		✓				✗	✓				4
SSE	✓	✓		✓	✓		✓		✗	✓			7
Staff	✓	✓		✓	✓		✓			✗			6
SPAE	✓		✓	✓				✓		✓	✗		6
Tech.	365			✓	✓					✓		366	3

Appendix D: Existing Data

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Appendix E: Comprehensive Needs Assessment Work Plan

Comprehensive Needs Assessment Work Plan

Purpose

To determine the extent to which Hawaii public schools are meeting the educational needs of its students (i.e., to identify conditions that can and should be improved), and to do so in such a way as to suggest priorities for improving the educational program in the state.

How Findings Will Be Used

Results of the comprehensive needs assessment will be...

- ➜ Reviewed and used by the BOE to derive action priorities.
- ➜ Disseminated by the BOE/DOE to stakeholders in order to communicate results and build support for follow-up improvements.
- ➜ Used by the DOE to develop specific improvement plans for each action priority identified.
- ➜ Used to guide subsequent actions by the DOE, BOE, and other stakeholders to provide the support necessary to implement and monitor improvement plans.

Two Approaches to be Used

(1) Review and synthesize all relevant existing data.
(2) Conduct surveys/interviews of representative stakeholders.

The two approaches provide some degree of "validation" as well as a richer source of information for developing solutions than could be derived from a single assessment strategy.

Basic Questions

The basic questions for which representative stakeholder input will be collected are:

- ▪ What are your hopes/aspirations for the system?
- ▪ What challenges do you see... What things need to be addressed?
- ▪ What areas do you think need to be investigated as possible priorities for the Board and the system?

For pre-planning the needs assessment, initial input from the Board and Leadership Team will be sought. For this purpose, a special essential question (to be considered within the context of the preceding basic questions) is: What must be addressed in the needs assessment for it to be viewed as a credible study?

Topical Areas to be Addressed

- ✔ *Issues identified by the Design/Review Team* (see below, especially item "3a" on page 4) derived from their review of stakeholder input and existing data.
- ✔ *Issues identified by Superintendent LeMahieu.* Four such issues have been identified and will be incorporated into the needs assessment. They include:
  - *Student performance*
    This is to include all existing information relevant to describing students (e.g., demographic information) and their performance in school (e.g., achievement, behavior, attitudes).
  - *HCPS implementation*
    Information for this issue might be acquired directly from the Performance Standards Review Commission, i.e., not using the two approaches used for the other assessment topics.
  - *Technology*
    How well do people feel they are being served/supported by technology?
  - *Policy/regulations*
    How many policies, regulations, and directives are there? What topics/issues do they cover? Which are operational?
- ✔ *Issues identified by the Board of Education and Superintendent's Leadership Team* as pre-planning guidance. (See items "1" on page 3 and "3a" on page 4 below.)

Implementation

The scope of work is large; relevant expertise and supporting resources are limited; and time to complete the work so that it will be of maximum usefulness to the new Superintendent and Board is short. Input will be gathered from stakeholders primarily by means of surveys, interviews, and focus groups. The stakeholders in public education are numerous. They include staff within the Department (i.e., teachers, school administrators, and district/state office administrators) and persons, groups, organizations, and agencies external to the Department. Stakeholders who must be afforded the opportunity to participate in the needs assessment include parents (possibly via membership in SCBM councils and Parent-Teacher-Student Associations), students (possibly via membership in student government), business leaders and organizations, the military, union officials, officials of Hawaii universities and colleges, private school headmasters, and state political leaders. An essential characteristic of the proposed needs assessment is that it be reflective of the interests and concerns of all stakeholders of public education in Hawaii.

What follows must be considered a rough draft work plan. An immediate challenge for the Department's implementation of the plan is that of acquiring and organizing sufficient resources to accomplish the needs assessment in the time frame desired while simultaneously maintaining an adequate degree of technical quality and widespread stakeholder participation so that the resultant findings are credible and usable for taking next steps. Pooling expertise and support resources from allied education agencies, organizations, and other partners will be critical to conducting the needs assessment well and within the time frame needed.

Outline of Scope of Work

What?	Who?	When?
(1) **Obtain pre-planning guidance.** Collect and synthesize design input from (a) each Board of Education (BOE) member and (b) the Leadership Team. Re: What must be addressed in the needs assessment for it to be viewed as a credible study?	Planning & Evaluation Group (PEG)/Office of Accountability & School Instructional Support (OASIS)	Prior to 9/28/98
(2) **Review extant sources of relevant information.**		
(a) **Stakeholder input** Collect, review, and organize existing, recent sources of stakeholder input (e.g., Effective Schools Survey, Hawaii Opinion Poll on Public Education, polls sponsored by local news organizations)	PEG w. assistance from the Communications Office	Prior to 9/28/98
(b) **Student performance** Collect, review, and organize existing, recent information relevant to describing students (e.g., demographics) and their performance in school (e.g., test scores)	PEG	Prior to 9/28/98
(c) **HCPS implementation; technology; policy/regulations** Conduct reviews of relevant, recent documents/reports and interview key leaders in the areas of Hawaii Content and Performance Standards (HCPS) implementation, technology, and policy/regulations in order to acquire basic background information, re: Current status? Plans? Challenges/barriers to progress?	PEG w. assistance from the Performance Standards Review Commission (re: HCPS), Office of Information & Telecommunication Services (re: technology), and Board of Education staff and Management Analysis & Compliance Office (re: policy/regulations)	Prior to 9/28/98
(3) **Form a Design/Review Team (DRT).** Role: Assist in the formulation of survey/interview/focus group content (problems/issues/concerns, topics, or questions to be addressed); review and react to "first-cut" analyses of findings and provide interpretation of results from stakeholder's perspective; suggest additional analyses that might be needed or other considerations to be taken into account when interpreting findings; review and react to preliminary and final reports	Members of the DRT will be selected to be broadly representative of major stakeholders in Hawaii public education; appointed by the Superintendent DRT co-chairs: UH-Manoa, Dr. Randy Hitz, Dean of the College of Education, or designee; (b) DOE, Dr. Paul LeMahieu, Superintendent, or designee	9/10-16/98

(3a) **Form ad hoc work groups within the DRT to identify preliminary content and stakeholder groups from whom input is to be acquired.** Based on four issue areas identified by Superintendent LeMahieu combined with results from content analysis of pre-planning interviews conducted of Board of Education members, eight initial categories of content to be considered include: - Student outcomes/performance - Standards (HCPS) implementation - Technology - Policy/regulations/procedures - Educational research/evaluation/analysis - Staff - Accountability - Curriculum & instruction (3b) **Form a Technical/Management Subcommittee (TMS).** Role: Responsible for all technical elements of the study (e.g., methods, instrumentation, analysis) and for the overall management of needs assessment activities	DRT	At DRT meeting: 9/28/98
(4) **Convene DRT.** Desired Outcomes: ➜ Member's endorsement and active support of the needs assessment effort; commitment of personal time and talent to project completion ➜ Organization of work groups and TMS ➜ Draft outline of matrix or taxonomy identifying needs assessment content (framed as problems/issues/concerns, topics, or questions to be addressed) and stakeholder respondent groups [Note for TMS: Completion of the draft matrix/taxonomy of content will allow for confirmation of the initial resource estimates for data collection and analysis. Those resource needs should be checked at this point.]	DRT Co-chairs assisted by facilitators	DRT meeting: 9/28/98 (1day)

(5) **Develop stakeholder input instruments, protocols, and procedures**. Clarify, as needed, survey, interview, focus group content (problems/issues/ concerns, topics, or questions to be addressed) appropriate for each stakeholder or constituent group. Note any changes resulting to the DRT's matrix/taxonomy of content. Develop, try-out/revise, and produce survey instruments, interview or focus group protocols. Develop sampling frames and logistics to implement the surveys, interviews, focus groups.	TMS	10/1-9/98
(6) **Review draft instruments, protocols, and procedures.** Desired Outcomes: → Obtain member's review and suggestions for revisions → Members' acceptance of proposed instruments, protocols, and procedures for collecting stakeholder input	DRT	DRT meeting: 10/12/98 (½ day)
(7) **Make final revisions and prepare materials** (e.g., survey forms, interview guides, address labels, envelops, phone lists) needed for data collection. Brief/train interviewers and staff logging the receipt of returned/completed data input materials.	TMS	10/19-23/98
(8) **Collect stakeholder input** (conduct surveys, interviews, focus groups).	TMS	10/26-11/13/98
(9) **Analyze data.**	TMS	11/16-12/4/98
(10) **Develop "first-cut" needs assessment analyses and preliminary summaries of findings.**	TMS	11/23-12/7/98
(11) **Obtain review of "first-cut" needs assessment analyses and summaries** including interpretation of results from stakeholder's perspective and suggestions for additional analyses and other considerations to be taken into account when interpreting findings. Desired Outcomes: → Obtain member's suggestions for refinements to interpretations of findings and suggested revisions → Members' agreement, acceptance and support for emerging needs assessment results	DRT	DRT meeting: 12/7/98 (1 day)
(12) **Produce a preliminary draft report and presentation.**	TMS	12/21/98 - 1/8/99
(13) **Conduct BOE Working Session.**	Superintendent, BOE	1/9 or 16/99

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(14) **Produce a "final" draft needs assessment report and presentation materials.**	DOE staff from TMS	1/11-22/99
(15) **Provide copies of the final draft report to DRT members.** Provide an opportunity for additional feedback about the report.	DRT Co-chairs	1/25-29/99
(16) **Develop a dissemination/public engagement plan to establish systemwide improvement priorities**	Superintendent, BOE	Following 1/9/99 or 1/16/99